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THE DETERMINATION OF THE GOALS OF BASIC EDUCATION FOR ALBERTA:
A CASE STUDY IN POLITICAL DECISION-MAKING IN EDUCATION

by

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BRIAN H. FENNELL

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The undersigned certify that they have read, and recommend to the Faculty of Graduate Studies and Research, for acceptance, a thesis entitled The Determination of the Goals of Basic Education for Alberta: A Case Study in Political Decision-making in Education submitted by Brian H. Fennell in partial fulfilment of the requirements for the degree of Doctor of Philosophy.

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ABSTRACT

The purpose of this study was to analyze the political decision-making system and process involved in the determination of the Goals of Basic Education for Alberta as adopted in 1978 by Legislative Assembly of the Province of Alberta.

The conceptual framework for the study was derived from a view of political decision-making in education based on the interaction of individuals who as representatives of groups, associations and government agencies attempt to influence the decision of legislators. Three components of the political decision-making system in education were identified: the institution of government and the groups and associations that attempt to influence the decisions of government; the power of the groups and associations to influence government and the processes and structures for interaction; the policy-making focus of government and the political decision-making system.

Two models formed the basis for the organization and analysis of the data. Campbell and Mazzoni contributed a model which viewed the political decision-making system as composed of the processes of issue definition, proposal formulation, support mobilization and decision enactment. Iannaccone contributed a model based on the identification and classification of the organizational structure linking the groups and associations to the legislature in order to influence government policy, and the political lifestyle and leadership types correlated with the organizational structures found at the linkage points.

The research design for the study was derived from the case study methodology and from content analysis procedure for analysis of written documents. The determination of the goal statement was presented both as a chronological narrative of major incidents and in relation to identification of the participants and the political decision-making system processes — issue definition, proposal development and decision. The data was drawn from files of the Alberta Department of Education, periodicals, newspaper accounts and from interviews with participants in the event.

The study arrived at several findings. The dominant structure in the event was the Legislative Assembly of Alberta. The organizational structures for the interaction among the participating groups associations and agencies were the governmentally established curriculum boards. The key decision-makers in the event were the Members of the Legislative Assembly and the representatives of the Alberta Department of Education. The major issues addressed by the participants were the goals to be included in the statement, the educational priorities to be emphasized, the primary and shared responsibilities of the schools, and the future effect of the goals on programs, student evaluation, and on the participants in the implementation of the goals. The views of the business community and the curriculum boards were most influential on the government. The Government considered the development of basic skills to be the most important goal and priority. Educators were viewed by the Government to have too much power in education.

The proposals for the goal statements were prepared by the curriculum boards or the Department of Education. The Department controlled the information base for proposal development. The final decision was made by the legislators. What began as a process controlled by the Department and educators became a process open to a more direct influence on the Government by groups and individuals.

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CHAPTER 1

THE PURPOSE OF THE STUDY

Introduction

On May 15, 1978, the Legislative Assembly of the Province of Alberta approved a statement of the Goals of Basic Education for Alberta. This incident represented the culmination of a process of development and interaction among the major participants in political decision-making in education at the provincial level. The process included the spectrum of educational interest groups in education in Alberta who attempted to influence the Legislature as it established the legislative policy which governed education in Alberta.

The result was a statement of education policy in Alberta that had implications for program development, organization for instruction, and the evaluation of pupil learning and instructional programs. The implications of this decision, the need for study of how political decision-making in education is conducted in Alberta, and the importance of recording the incidents which transpired suggested that it might be useful to analyze the development and approval of the Goals of Basic Education for Alberta (1978).

It was the purpose of this study to analyze the political decision-making system and the process operative in this event in political decision-making in education in Alberta. Using the case study method, the event was analyzed from two perspectives, the first of which viewed the political decision-making process as the interactions of system actors in the establishment of government policy (Campbell and Mazzoni, 1976:1-7). The event was also analyzed from the perspective of a typology of structures and their correlations, which link educational interest groups and their members to the legislature in order to influence the establishment of legislation (Iannaccone, 1967:1-80). The two perspectives represent the component parts of the conceptual framework for the study that viewed the political decision-making process as the interaction of participants who, as members of educational interest groups, attempt to influence the establishment of legislative policy for education by the legislature.

Statement of the Purpose

The purpose of the study was to analyze the political decision-making system and process involved in the determination of the Goals of Basic Education for Alberta as adopted in 1978 by the Legislative Assembly of the Province of Alberta.

Research Problems

1. What was the structure of the political decision-making system in the determination of the Goals of Basic Education for Alberta?
    (1) What organizational structures in the Government of Alberta were involved in the determination of the goals?
    (2) In what organizational structures did the participating groups and their representatives interact?
    (3) In what organizational settings did the representatives of the participating groups interact with the elected

officials?

(4) In what organizational settings were the decisions of Government made?

2. Who were the key decision-makers and influential participants in the determination of the Goals of Basic Education for Alberta?

(1) Which Government members played key roles in the determination of the goals?

(2) What groups and individuals played key roles in the determination of the goals?

(3) What were the major issues that were addressed by the participants?

(4) What were the views of the Government with respect to the major issues?

(5) What views of the participants were held by the Government?

(6) What groups and individuals had the most influence on the Government?

3. How were the Goals of Basic Education for Alberta determined?

(1) What proposals were developed for the goals of basic education for Alberta?

(2) How and by whom were the proposals developed?

(3) What information was used as the basis for the development of the proposals?

(4) Who provided the information?

(5) How were the proposals transmitted to the Government?

(6) What was the response of the Government to the proposals?

(7) How did the Government decide among the proposals?

Justification for the Study

This study is significant for the following reasons:

Professional Reasons

This study is significant in relationship to improvements in the training and practice of professional educators. Case studies are important as a basis for providing instruction in political decision-making in education. Cases are not available as readily in political decision-making in education as in other professional areas and, therefore, their development for instructional purposes is necessarily more complex. Culbertson (1960:52) stated:

> . . . in law, cases emerge from everyday practice and may be used directly in the classroom. In medicine, a case may be wheeled in on a cot and then used for instructing an intern. School administration cases, however, must be developed through careful and systematic efforts that are independent of administrative practice. Thus, there is currently an agreed need for more cases and a wider variety of school administration cases.

Dye (1972:4) suggested that the systematic analysis of policy-making may enable professional educators to improve policy-making activities and policies as well as to improve their performance as decision-makers.

This case study will add to the library of cases in political decision-making in education which may be used for instruction in the principles and practice of educational administration. It also establishes a written record of an event in the history of education in Alberta.

Leadership Reasons

The political interaction during the legislative process between legislators and the high-ranking representatives of educational interest groups represents a significant dimension in political decision-making in education. This is due to the paramountcy of provincial governments in education. Participants must be involved to be leaders. Studies which depict and analyze the interaction of participants in this activity are important to our understanding of leadership in education. Culbertson (1960:53) concluded:

> . . . the careful depiction of the situational variables affecting leadership is clearly needed, since leaders can only be understood in relationship to and in interaction with the social and cultural setting in which they operate. Case studies that view the total setting as gestalt can help meet this need.

In addition, a study of an event that directly involves the legislative dimension of government may provide leaders in educational policy-making with improved understanding and skill in the process (Dye, 1972:4).

Scientific Reasons

The controversy over paradigms (Deblois, 1979:1-6) in education administration suggests that there is a need to identify concepts and hypotheses for further study. A case study of decision-making and the interaction of groups and individuals can suggest concepts and hypotheses with the potential to test paradigms in decision-making. Culbertson (1960:53) stated:

> . . . in early stages of study in almost any field of scientific endeavour, concepts and hypotheses are first derived from the study and observation of individual cases . . . . at the present stage in the study of administrative behaviour, the thorough preparation of case studies, with a conscious awareness of the implications and possibilities for formulation and/or reformulating theory, seems very desirable.

The identification of new concepts may contribute to social sciences generally by a more systematic understanding of the process, dynamics and contextual variables surrounding an event in political relationships (Culbertson, 1960:53).

Methodological Reasons

The study applied the case study method of reasearch.

Goode and Hatt (1952:313) perceived no dichotomy between the qualitative methodologies such as case studies and quantitative methodologies such as correlational studies. Their conclusion was based on the assumption that sociological phenomena exhibit the same basic orderliness as does the natural world. With appropriate emphasis on precision, reliability, and relevance, qualitative methodologies could generate results of value equal to those of quantitative methodologies.

Frey (1978:265) suggested that case study research as a research methodology meets all the requirements of good science: systematic, complete, valid, reliable, ethical, amenable to replication, and open to logical analysis. The design draws on a variety of skills including the scientific and intuitive, convergent and divergent mental operations as well as analytical and synthetic skills.

Gee (1950:34) suggested that case studies: (1) represented the first step in the scientific method, forming the basis for generalizations to be studied by statistical methods; (2) supplemented the survey method to the extent that the schedules used in survey research tended to represent cases; (3) resembled the experimental method to the extent that they describe things as they are, although they lack the ability to eliminate uncontrollable variables; and, (4) provided order and consistency to the historical method by providing a continuous picture of events through time.

Sjoberg (1968:259) perceived a role for qualitative studies in the clarification, classification, and discovery of hypotheses. Case studies also have greater potential for what Walton (1972:77) described as an appreciation of "the role of personal styles (preferences, strengths, weaknesses, and biases) of the actors . . . ." Culbertson (1960:77) suggested that the case study method was more appropriate "for capturing a more comprehensive and intensive view of complex situations." Wegner (1978:38) concluded that by use of the case study method to study sociological environments, social scientists would contribute to the understanding of social realities.

Walton (1972:75) concluded that the case study method was superior in concentrating on the processes of change and the effects of designed change. Walton (1972:76-77) and Culbertson (1960:57) identified the value of case studies for providing experience-based learning which, although a vicarious experience, could provide the basis for insightful learning experiences. Finally, the method was considered by Miller (1975:130) to be superior to group research methods to the extent that it would provide "more definitive and conclusive" results for the specific clients of research and evaluation.

Summary

The purpose of the study was to analyze the determination of the Goals of Basic Education for Alberta (1978). Three research problems and seventeen sub-problems were identified having to do, respectively, with identification of the participants, the issues, the decision-making structure, the process, and who was most influential. The study was justified for professional, leadership, and scientific reasons. The chapter concludes with an overview of the remaining five chapters of the theses.

An Overview of Chapters 2 through 6

Chapter two presents the conceptual framework and the review of the literature for the study. Chapter three describes the design for the study. Chapter four presents a chronological account of the incidents in the event. Chapter five describes the interaction of the participants in the determination of the statement of goals and presents the main body of the data. Chapter six presents a summary and the conclusions of the study.

CHAPTER 2

CONCEPTUAL FRAMEWORK AND REVIEW OF RELATED LITERATURE

This chapter presents the conceptual framework for the study and a review of the literature related to the conceptual framework and the research design for the study. The first part of the chapter presents the conceptual framework. The second part describes the case study method of research. The third part outlines the content analysis methodology. The chapter concludes with a summary.

Conceptual Framework

Campbell and Mazzoni (1976:5) described a conceptual framework as ". . . a vantage point from which to view the subject, criteria for judging what information is relevant to its study, and a device for organizing the data that are gathered."

Politics

Central to the conceptual framework for this study was the definition of politics. Scribner and Englebert (1977:22) defined politics ". . . as the set of interactions that influence and shape the authoritative allocation of values . . . ." Iannaccone (1967:4) defined politics as:

> . . . that segment of social life involving the activities and relationships of individuals, groups, and associations

> resulting, or intended to result in, decisions by any governmental policy-making body.

Dye (1972:18) described the political system as the ". . . group of interrelated structures and processes which functions authoritatively to allocate values for a society." Three components of a political decision-making system emerge from these definitions: (1) the institution of government and the groups and associations that attempt to influence the decisions of government; (2) the power of the groups and associations to influence government and the processes and structures for interaction; (3) the policy-making focus of government and the political decision-making system.

Government

Kimbrough (1964:13) saw a central component in educational politics to be the officials elected or appointed to office in government. Scribner and Englebert (1977:22) suggested that this dimension of the political decision-making model was applicable at the state level of government where individuals, interest groups and school authorities attempt to influence decisions of a legislature. Scribner and Englebert (1977:23-24) identified four indicators of the governmental conceptual category: (1) the historical connection between the state level and school systems; (2) interactions among various levels and types of governmental institutions; (3) the segregation of school governance; and (4) the influence of education in shaping government and vice versa.

Power

Scribner and Englebert (1977:24-25) considered power to be a central theme in the politics of education, having ". . . to do with who has how much power over whom and how that power (or influence, authority, or control) is exercised." Campbell and Mazzoni (1976:8-9) described power in terms of the ". . . capacity or potential. . ." of a group or individual to influence the outputs of a system; the allocation of resources by an individual as actor in the system was a key component of the model described by Campbell and Mazzoni.

Lutz (1977:33), who also concluded that power was an important element in the politics of education, notably in terms of its exercise by and returns to social elites, stated:

> . . . (a) politics and power are components of decision-making in education; (b) those in power tend to govern in ways that enhance their own values and interests; and (c) upper and middle-class values have dominated educational decisions . . . .

Iannaccone (1967:1-80) described power in terms of the attempts of individual educators and associations of schoolmen to influence educational legislation at the state level. Kimbrough (1964:13) emphasized the power of government officials and interest groups in the context of formal and official government environments.

Scribner and Englebert (1977:25) suggested that interaction in the form of conflict and competition among interest and pressure groups was central to the politics of education. Kimbrough (1964:13), Iannaccone (1967:1-80), and Lutz (1977:32-33), supported this concept.

Policy

Scribner and Englebert (1977:26) concluded that "'Policy' and 'policy-making' have emerged as major concerns of the politics of education." Policy decision-making in a systems context was a central conceptualization of Campbell and Mazzoni (1976:1-6). Lutz (1977:32-33) integrated educational policy-making and politics. Kimbrough (1964:13) emphasized policy as the focus of the exercise of power in educational decision-making. Iannaccone (1967:1-80) placed policy in the context of state legislation as the ultimate end towards which political activity directs itself. For purposes of this study, it was assumed that politics, policy-making and decision-making in education are inseparable, an assumption supported by Campbell and Mazzoni (1976:1-7), Iannaccone (1976:1-80), Kimbrough (1964:13), Lutz (1977:32-33), and Scribner and Englebert (1977:24-25).

Kimbrough (1967:13) articulated the conceptual categories in the form of a "formal institution - association concept." Four assumptions provided the basis for the concept (Kimbrough, 1964:13):

> (a) The predominant power in public policy is the institution of government. The persons elected or appointed to official positions in the formal decision-making structure hold the most actual power, as it is provided by the constitution and political practice, over the direction of basic educational policy. (b) The greatest unofficial influence upon educational policy-making is the plurality of competing formal interest groups and associations through which the special interests of people are most effectively and forcefully expressed. (c) Basic educational policy is determined by the interaction between the official power-holders and the representatives of competing formal interest groups and associations. (d) Basic educational policy decisions are established in the formal meetings of the legislative groups, boards, and agencies which are legally clothed with authority to adopt binding policies.

Campbell and Mazzoni (1976:1-7) and Iannaccone (1967:1-80) have developed models of politics of education that provide bases upon which to analyze the politics of education at the provincial level. Campbell and Mazzoni (1976:1-7) developed models that reflected a systems approach to the analysis of political decision-making in education. Iannaccone (1967:1-80) developed a model that conceptualized the interaction of the political forces in state educational politics specifically in relation to their effect on state educational legislation. The models add further dimensions to the conceptual framework and blueprints for analysis of the interaction of individuals and interest groups with legislators in the development and enactment of educational policy.

Political Systems Theory for Analysis of State Educational Governance

Campbell and Mazzoni (1976:1-6) provided a vantage point from which to view educational politics, the political systems theory, which offers two components for the conceptual framework: system actors and functional relationships.

Campbell and Mazzoni (1976:5-6) identified the importance of system boundaries which distinguish the system from its environment. They identified two environments, the general environment and the immediate environment (1976:6):

> By "general environment" is meant the physical, socio-economic, and political melieu that forms the backdrop for policy-making. . . . The term "immediate environment" refers to the various individuals and groups with interest in states school policies, interests that on occasion come to be expressed as political demands.
>
> Crossing the boundary from the immediate environment to the system itself, one finds a relatively stable group of actors who have a continuing concern with public school policy, who interact on a regular basis, and who together constitute the elements of the state education policy system.

Figure 1 illustrates the environments of the political decision-making system in education described by Campbell and Mazzoni. The general environment of the system is represented by the physical, political, social and economic environments. The immediate environment is composed of associations, groups, government structures and the Legislature. Each of these is composed of subsystems. The Legislature system is composed of the Government and Opposition parties. Both dimensions have caucuses supported by caucus committees and local constituency offices and groups. The Government also includes the Executive Council or Cabinet composed of the Premier and Ministers, as well as committees of Cabinet. The Government Structures system is composed of government departments, each of which is administered by a Cabinet Minister, government appointed boards and committees, and local governments, which include school and municipal boards and councils that are locally elected. The Group system is composed of local, regional and provincial groups of a special nature, for example, universities. The Association system is composed of provincial associations with regional or local branches or support groups. Provincial teachers' and school trustees' associations are illustrative of these associations.

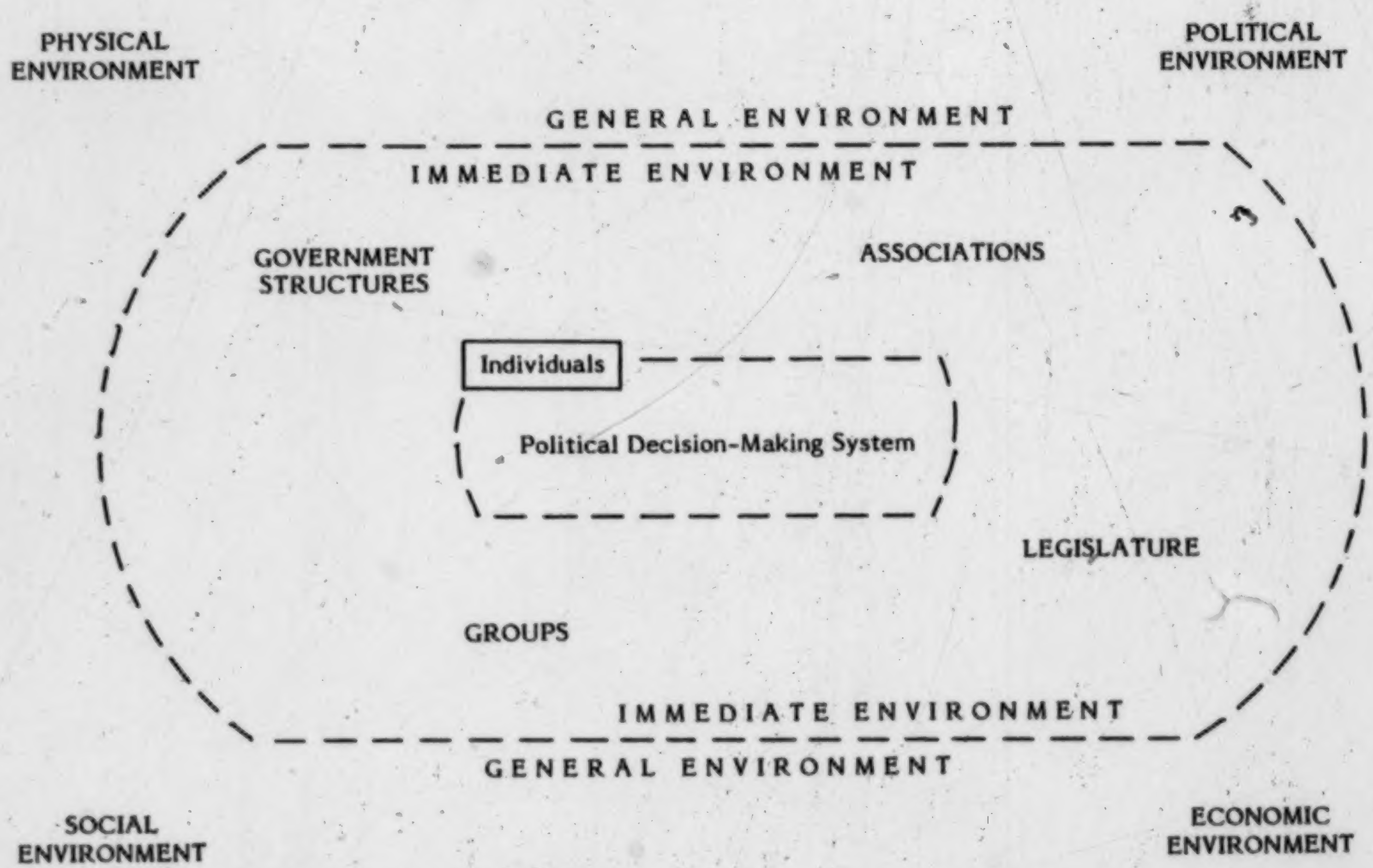

PHYSICAL ENVIRONMENT
POLITICAL ENVIRONMENT
GENERAL ENVIRONMENT
IMMEDIATE ENVIRONMENT
GOVERNMENT STRUCTURES
ASSOCIATIONS
Individuals
Political Decision-Making System
LEGISLATURE
GROUPS
IMMEDIATE ENVIRONMENT
GENERAL ENVIRONMENT
SOCIAL ENVIRONMENT
ECONOMIC ENVIRONMENT

Figure 1: The Environment of the Political Decision-Making System in Education

Campbell and Mazzoni (1976:7) identified four functional stages in identifying the relationships among actors that determine educational policy:

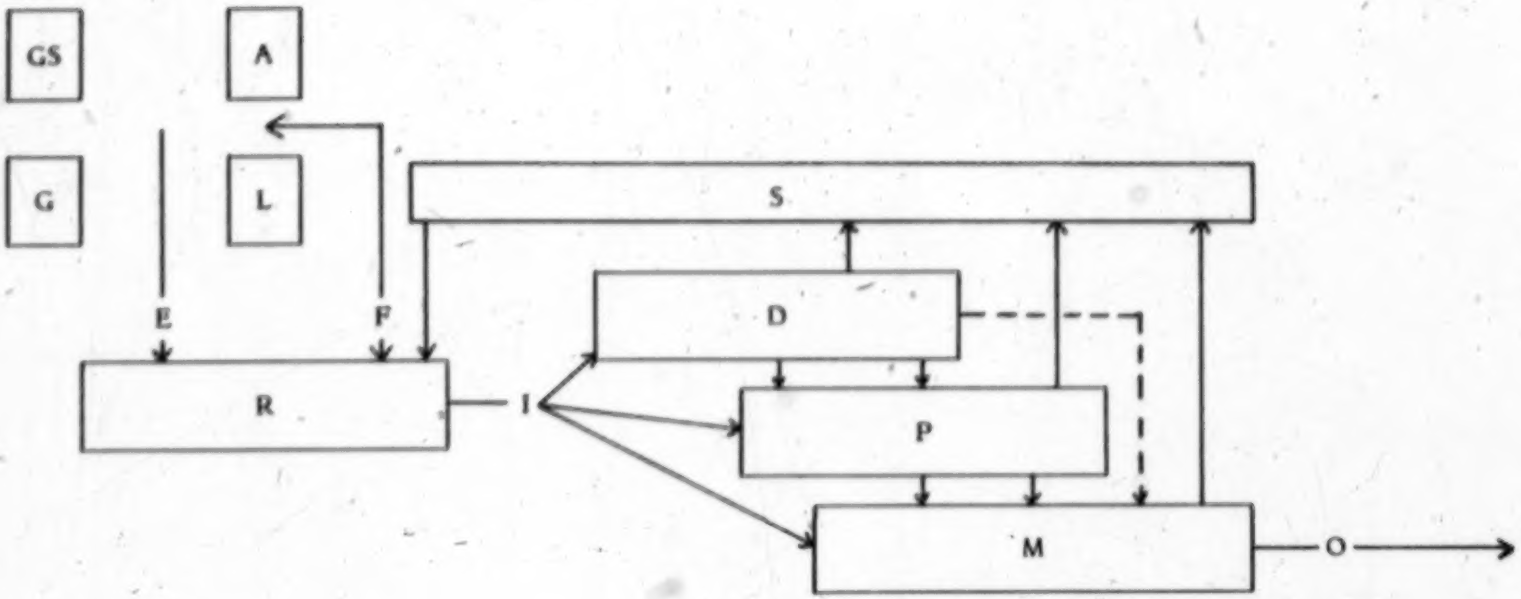
> Issue Definition - process by which the preferences of individuals and groups become translated into political issues . . . .
>
> Proposal Formulation - process by which issues are developed as specific recommendations for policy changes or for maintaining the status quo.
>
> Support Mobilization - process by which individuals and groups are activated to support or oppose alternative policy proposals.
>
> Decision Enactment - process by which an authoritative (that is governmental) policy choice is made among alternative proposals.

Campbell and Mazzoni represented these four processes as sequential. The process of issue definition is represented as precedent to the preparation of proposals for policy. The potential for an issue to be defined and redefined even as proposals are being developed and decisions made is not addressed. Similarly, the process of mobilization of support is shown as subsequent only to the development of proposals and precedent only to the process of decision enactment. The potential for mobilization of support in the process of identification of issues and the development of proposals is not addressed. Conflict may occur at any stage in the system, resulting in modification of the positions of participants with respect to issues, proposals and potential decisions.

Figure 2 provides an illustration, developed by the researcher, of a political decision-making system in education which encompasses the processes identified by Campbell and Mazzoni and provides for issue identification to continue and for decision-making and mobilization of support to occur at all stages in the system. Representatives (R) of the Government Structures (GS), Associations (A), Groups (G), and Legislature (L) bring input to the processes from the immediate environment (E), in the form of personal knowledge or opinion, the positions of their systems, studies or similar information. The representatives also in turn provide feedback on the processes to their respective systems. The representatives provide input (I) into each of the principal processes in the system, Issue Identification (D), Proposal Development (P), and Decision-Making (M). The representatives interact in each of the processes, mobilizing support (S), at each stage, from among other representatives, and from the immediate environment through the feedback loop to their respective support systems. The process of issue identification is displayed as continuing during the decision-making process. The system results in output (O) of a policy decision to the environment in general, representative of the impact on the general environment beyond the systems in the immediate environment.

A Model of State Politics of Education

The model is based on (1) the identification and classification of "the nature of the organizational structure linking the professional organizations to the . . . legislature in order to influence legislation; . . . (and) (2) " . . . the political lifestyle and leadership type found at such linkage points . . . as correlates of the nature of the organizational structure (Iannaccone, 1967:40)."



GS = Government Structures
A = Associations
G = Groups
L = Legislature
R = Representatives of Associations and Groups, Members of Government Structures, and Members of the Legislature

E = Information and Input from Immediate Environment
F = Feedback to Immediate Environment
I = Inputs by Individuals to the Processes
D = Issue Identification Process
P = Proposal Development Process
M = Decision-Making Process
S = Mobilization of Support for Issues, Proposals and Decisions by Individuals
O = Output to Environment

Figure 2: A Political Decision-Making System in Education

Iannaccone identified four types of linkage structure based on the nature of the interaction among the persons who occupy positions in organizational units such as groups or committees which link interest groups to the legislature (1967:47):

> One may visualize a state legislature and the . . . set of organizations attempting to influence the legislature process--as a single, complex social system; so conceived, the legislature and the set of organizations are subsystems of a larger system clustered around the process of legislation. The specific organizational units (offices, committees, and groups), which work as key links between the specific lobbies (and their far-flung tracery of social groups), play a central role in translating influence into the legislative process. . . . The interaction customarily taking place among those who occupy positions in this key linkage point is used to identify the type of social structure attempting to influence educational legislation.

Type I: Locally Based Disparate. This type of structure is based on local, geographically separated subunits, customarily school districts. The subunits are characteristically independent, jealous of their jurisdiction, provincial in attitude and tend to resist outside control, especially by a central government. Their independence makes cooperation among subunits difficult and tenuous. Iannaccone (1967:48) stated:

> Geographic separation among neighborhoods--the grassroots of the system of educational influence described in this type--is further reflected in the fierce independence of its units. Such a social system unites effectively to gain its ends with great difficulty when faced with extreme conditions. Even then it is likely to guard its independence jealously and fall apart immediately after each victory.

Type II: State-Wide Monolithic. This type of structure is characterized by the interaction of state-wide associations of educators whose associational boundaries are marked by interests.The potentially hostile groups tend to display a remarkable attitudeof consensus in the organizational unit that represents their views to the legislature. The organizational unit that brings the spokesmen of the various interest groups together to speak to the legislature on behalf of education is the key link among the groups. Iannaccone (1967:48) described the link as "a pyramid of associations interested in education and educational legislation . . . the feared, condemned, and over-estimated power pyramid." "It is the dominant pattern of state-level educational politics (Iannaccone, 1967:70)."

Type III: State-Wide Fragmented. This type of structure is similarly characterized by state-wide associations of educators whose associational boundaries are interests.

However, in contrast to the pyramidal consensus model of interaction, the groups interact independently with the legislature, often representing conflicting legislative proposals.

Type IV: State-Wide Syndical. This type of structure is characterized by a governmentally established coalition of interest groups, legislators, and government officials, all of which are appointed to the organizational unit by the government. The interest groups are representative of educational and non-educational state-wide interests. The structure is a government structure, dominated by legislators. Iannaccone (1967:50) stated:

> . . . the structure is the focal point of component units of state-wide educational interest groups, governmentally brought together, with representatives who are government officials in their commission roles originating from independent organizations.

Correlates of Linkage Structures

Iannaccone (1967:51-61) identified three categories of correlates of the linkage structure: (1) legislative relationships; (2) the political lifestyle and leadership characteristics of the groups and their members; (3) information.

Legislative Relationships. Iannaccone identified three correlates of the structural types in the legislative relationship category: (1) the power of groups to prevent or initiate legislation; (2) the sentiment of legislators towards the members in each type; and (3) the locus for accommodation of interests. These correlates are illustrated in Figure 3.

(1) Power. The power correlate is characterized by the ability of the group(s) to prevent or initiate legislation (Iannaccone, 1967:54-55). Organizations in a Type I, locally-based disparate structure are successful in preventing legislation but are generally unsuccessful in initiating legislation. Their tendency towards open conflict and inability to direct their resources towards common goals mitigates against successful initiation of legislation. Attempts by one sub-unit to initiate change would tend to be perceived by other units as a threat to their parochial interests and would be resisted.

Educational organizations in Type II, state-wide monolithic structures appear to be successful in both preventing and initiating legislation (Iannaccone, 1967:54-55). The groups' monolithic linkage structure provides the cornerstone for success. Iannaccone (1967:55) stated:

> As a way of life and a technique of organizational struggle, the group avoids open conflict. Thus, the subcultural drives, the stakes involved, the appearance

Structure of Key Link Correlates	I DISPARATE (Locally-Based)	II MONOLITHIC (State-Wide)	III FRAGMENTED (State-Wide)	IV SYNDICAL (State-Wide)
LOBBY POWER:				
Prevention	Yes	Yes	Mixed Yes and No	Yes
Initiation	No	Yes	Mixed Yes and No	Yes
LEGISLATOR SENTIMENT	Warm & Paternal to Teachers	Warm, undifferentiated	Differentiated: Critical to Administators; Warm to Teachers	Warm, not Critical
LOCUS OF ACCOMMODATION	Legislature	Apex of Monolith	Legislature	The Group of Syndics

Figure 3: Legislative Relationships

(Iannaccone, 1967:57)

> of power to be lost or won all seem to compress the lobby and limit its goals. Its box score of legislative bills won and lost may be misleading. Nevertheless, the educational organizations in this type certainly have more influence over legislation than in the first, (locally-based disparate). They can prevent legislation, pass a great many bills, and traditionally lead the way in acquiring monies for education.

Iannaccone concluded that associational groups in Type III, state-wide fragmented, linkage structures enjoy mixed success in the prevention or initiation of legislation. He stated (1967:55):

> The structural nature of the key links between educational organizations and the legislature virtually dictates that some educational groups will be successful in their support of certain legislation, each winning and losing some battles but openly fighting in all battles . . . . If measured by its successes in representing members or clients, as the clients seems to express themselves, it is less influential than Type II lobbies. If measured by the successful yield to educational welfare, although not necessarily expressed by the schools and teachers, the lobby is more effective. Visible politics may be better for all concerned and more effective in expressing the true will of the people than invisible politics with more influence.

Iannaccone (1967:55) concluded that the power of the educational associations in a Type IV, state-wide syndical structure is successful in both the prevention and initiation of legislation. Because of the coalitional nature of the linkage structure and the cooptated relationship of the unit members, Iannaccone (1967:56) suggested that this structure "may be classified as able to prevent hostile legislation, able to pass legislation it agrees upon, but likely to undershoot its immediate potential gains for a long-term relationship."

(2) Legislator Sentiment. In Type I linkage structures Iannaccone (1967:52) suggested that the key spokesmen of the key spokesmen of

locally based subunits, for example, superintendents of schools, will hold positions and status higher than that of teachers. Hence, legislators tend to be warm and paternalistic towards teachers.

Legislators, in states characterized by Type II linkage structures perceive the subunits of the monolithic structure as single publics. Iannaccone (1967:52) stated: "Educationists seen as a total group will be viewed positively as very high in social service and activity, and low in power."

Iannaccone (1967:52-53) viewed legislator sentiment in states characterized by Type III linkage structures as differentiated: hostile towards some of the associational groups and warm to other groups. The highly visible distinctions among schoolmen tends to force legislators to support one or another of the groups. Iannaccone (1967:53) concluded that ". . . usually the 'school administrator establishment hierarchy' is seen as the 'bad guys' and the 'poor classroom teacher' as the 'good guys'." Iannaccone (1967:53) concluded that the fragmentation among subunits interferes with the causes supported by the groups while according legislators greater political gains.

Legislators in Type IV state-wide syndical linkage structures tend to be more positive towards associational members. Iannaccone (1967:53) stated:

> The continuous interaction between members of the legislature and the educational interest groups, represented on the governmental unit involved, tends to reinforce the pure relation implied with membership inside this agency. The minimal conflict on the floor (and even in committee) over many educational matters resulting from the "legislative-council" approach could simplify the legislator's tasks. Any governmental linkage agency, . . . would probably gain prestige. Legislators would consider it truly expert and its direction worth following. Thus, the agency would be attributed with even greater power than it actually has . . . .

(3) Locus for Accommodation. Iannaccone (1967:51) concluded that the locus of accommodation for the interests of groups is accounted for by the nature of the interaction of groups involved in the structural types. In Type I structures the locus of accommodation will be locally-based subunits. In Type II structures the accommodation of the interests of the associations occurs at the apex of the pyramid, the organizational unit which is the key link between the monolith and the legislature. As is the case in Type I linkage structures, the accommodation of interests in Type III structures is accomplished in the legislature. In states with Type IV structures the accommodation of interests occurs within the governmental unit dominated by legislators.

Political Lifestyle and Leadership Characteristics of the Groups and their Members. Iannaccone (1967:58) identified the political lifestyle and leadership correlates of the linkage structures along the sacred-secular continuum. This classification of the correlates and linking structures follows the ideal-typical configuration used by Lutz (1977:48) to classify models of politics along a continuum with pure types at its ends. The correlates are illustrated in Figure 4.

(1) The Sacred-Secular Continuum. Central to Iannaccone's (1967:58) classification of the political lifestyle and leadership correlates of the linkage structures was the sacred-secular continuum. In describing the sacred-secular continuum, Lutz (1977:48) stated:

> Sacred governance systems tend to operate out of public view. They value the traditional ways and abhor change. Decisions are made in private sessions and consensus usually reached. Decisions are ritualistically enacted in the legal public arena, usually by unanimous vote. The rules of influence are the folk ways of informal politics and known only, or at least best, by the "priesthood" of the ruling educational experts, particularly the school

> board and the superintendent. Secular governance systems, however, desire change and value it nearly as an end in itself. The rules of political participation are public and the decisions are made public where influence of political response can be seen by all participants.

Lutz (1977:63-64) described the sacred end of the continuum as non-bureaucratic and homogeneous in orientation. In contrast, secular politics was characterized as bureaucratic and heterogeneous.

Iannaccone (1967:58) made the following classification of structural types along the sacred-secular continuum: The Type I disparate structure is closer to the sacred end of the continuum; a Type II monolithic structure, although closer to the secular end of the continuum, still reflects an essential sacred orientation; the Type III fragmented structure is essentially secular in nature; Type IV syndical structures rank between the Type II and Type III structures on the continuum although they tend toward the sacred end of the continuum.

(2) Leadership Correlates. Iannaccone (1967:60) correlated four leadership styles with the linkage structure. The correlations parallel the conceptualization of Lutz (1977:46) of an Oligarchy-Polyarchy (Elite-Pluralistic) continuum:

Squirarchy - the high-ranking educator who depends on the support of his locally-based jurisdiction for his power base. This type of leadership correlated with the Type I, disparate structure. Oligarchy - leaders are characteristically skillful in cooptation and manipulating the building of consensus within the context of state-wide educational interest groups. This style of leadership tends to correlate with Type II, monolithic structures.

Synarchy - a leadership style characterized by individuals who are government officials as well as representatives of associational subunits. This type tends to

Structure of Key Link / Correlates	TYPE I DISPARATE (Locally-Based)	TYPE II MONOLITHIC (State-Wide)	TYPE IV SYNDICAL (State-Wide)	TYPE III FRAGMENTED (State-Wide)	
ELITE TYPE	Squirarchy	Oligarchy	Synarchy	Polyarchy	Section A
POLITICAL LIFESTYLE	Entrepreneurial	Cooptational	Coalitional	Competitive	
SACRED-SECULAR CONTINUUM	Sacred Very high	Sacred Very high	Sacred-Secular Blended	Secular	
INFORMATION:					Section B
Quantity	Small	Large	Large	Very Large	
Nature	Unscientific	Precise and Predictable	Precise and Predictable	Precise, but not Predictable	
Control	Personalistic	Monopolistic	Monopolistic	Competitive	

Figure 4: Correlates of Organizational Structures

(Iannaccone, 1967:43)

to correlate with the Type IV, syndical structure. Polyarchy - a leadership style characterized by a separation of power based on interests represented through state-wide associational units, and competition for control. The leadership type correlates with the Type III, fragmented structure.

(3) Political Lifestyles. Iannaccone (1967:60-61) identified four political lifestyles. An entrepreneurial or risk-taking style is characteristic of educational elites operating in Type I, disparate structures. A persuasive, cooptative style is characteristic of educational elites operating a Type II, monolithic structure. A competitive, commonly partisan style is characteristic of those who engage in activity in Type III, fragmented structures. Coalitional behaviour is characteristic of the political lifestyle of those who perform in Type IV, syndical structures.

Information. Iannaccone (1967:61) emphasized the importance of information in the process of influencing legislators. It is both the key to the success of associational schoolmen in their quest for their causes as well as for the benefits that accrue to legislators. Each linkage structure may be correlated with quantity, nature and control. The information correlates are illustrated in Figure 4.

Innaccone (1967) outlined the correlation between information and the linking structures. The associational representatives in Type I structures characteristically have little information because of their tendency to rely on "seat of the pants" data about education. What little information they have cannot be controlled effectively. In contrast, associational representatives in the Type II, monolithic structure have ready access to information. Iannaccone (1967:61) states:

> The monolithic nature of the interest structure itself indicates the Oligarchy's capacity to deliver what information it has quickly, pinpointed to a target and specific in detail to influence the legislative process. A monolith has a virtual monopoly of information and, as a result, the legislature is conditioned to depend on the monolith for its data. The amount and sophistication of these data are high, limited only by the conceptual frameworks of the "scribblers" who historically develop the categories of information and use the theories underlying their use.

The quantity, nature and control of information in Type IV structures appears to be identical to that of Type II structures. Iannaccone (1967:61) suggests that the volume of data available to the representatives in Type III structures is larger than either that available to Type II and Type IV associational representatives. However, because the data reflect the interest and biases of the fragmented associational groups, the data tend to be competitive and unpredictable.

The Dominant Type of Linkage Structure

In the analysis of the patterns of interaction among associational groups attempting to influence educational legislation, Iannaccone (1967:68-69) described a dominant form of organizational structure linking the groups to the legislatures of the states:

> . . . it is the . . . pyramid of organizations working together to influence legislation. The system is an organizational monolith, politically monopolistic withregard to professional influence over educational legislation. The monolith is presided over by school administrators and ex-school administrators. Included within the monolith are components coopted from school board, teacher, and lay citizen associations. No teachers' groups, excluding school administrator members, appears in the apex of this pyramid; however, administrator associations not open to teachers are

> represented. The urban centers are heavily under-represented. The rural emphasis reinforces the Gemeinschaft concept - the sacred-community orientations - as the dominant pattern of state educational politics. Informal cooptation by key "scribblers" in school administration occurs, as well as formal cooptation of various component associations. Hence, the pyramid is ruled by an educational oligarchy whose political lifestyle is cooptational.

Changes in Linkage Structures

Iannaccone (1967:73) synthesized a developmental construct which stated that "the four types of structure would . . . be phases in the development of political structures for influencing the state legislation of education." Type I, locally-based disparate structures change to Type II, state-wide monolithic systems of linkage. Type II systems change to state-wide, fragmented patterns of linkage structure. Finally, the Type III pattern metamorphisizes into a Type IV, state-wide syndical system for influencing educational legislation. The construct is illustrated in Figure 5.

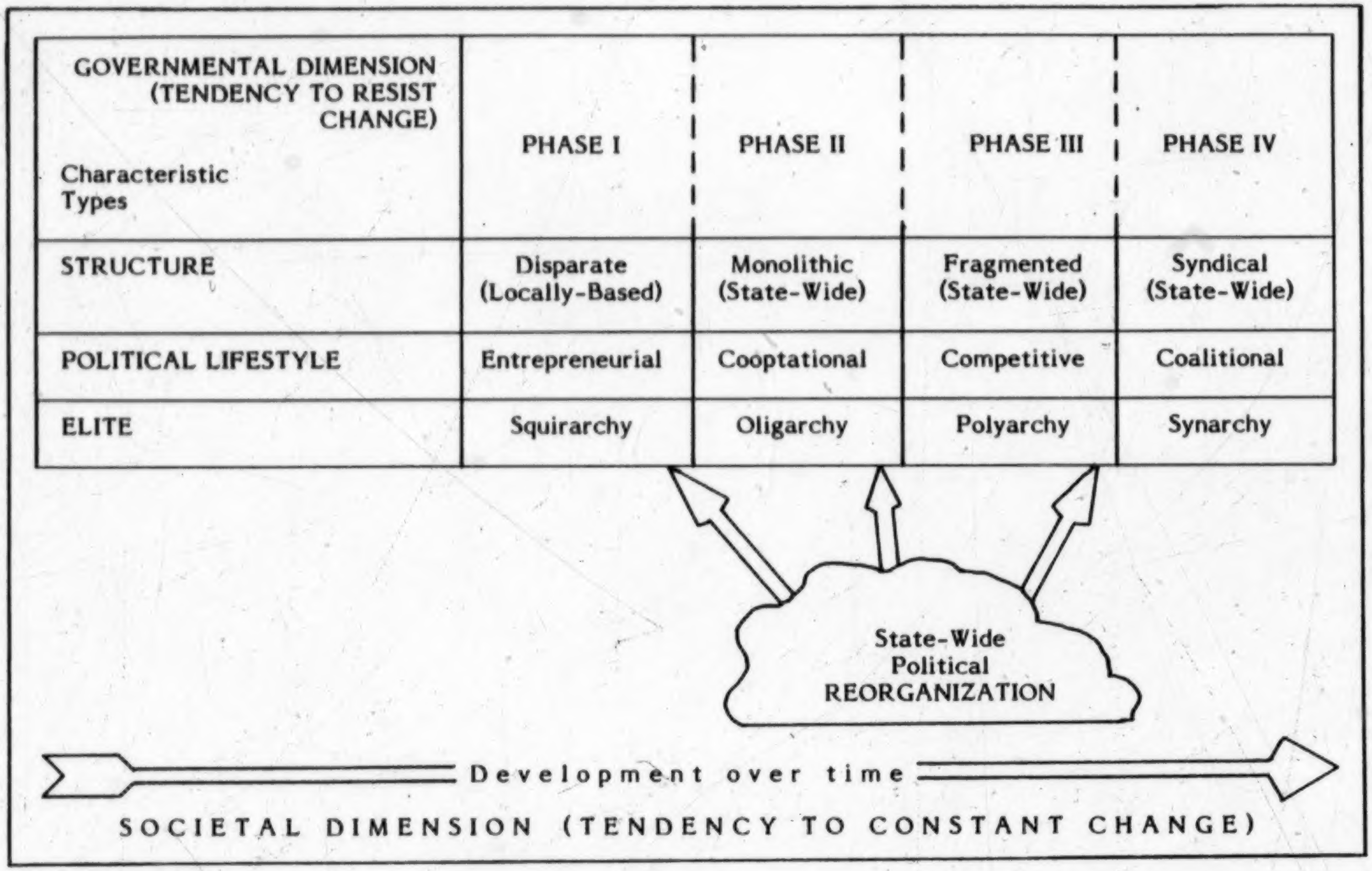
Iannaccone (1967:74) identified the dimensions of the dynamics of the changes. The first was that the tendency of educational systems towards closed-system politics in contrast to the constant rate of change in society produces a gap between educational governance systems and societal systems, a gap that is abruptly reduced by political restructuring in government. The second dimension, then, is ". . . political realignment, not of education in particular, but of the state's elected power structure (Iannaccone, 1967:74)."

Iannaccone stated (1967:78):

> Thus the mutual dependence between the governmental and societal dimension is felt most dramatically as the stability . . . in the governmental dimension becomes brittle and is shattered by political realignments and redistribution of power in the state as a whole. This follows the widening gap between the societal and governmental dimensions. The gap is produced by the tendency toward equilibrium in governmental bodies and the establishment of a near-closed political system in the governmental dimension as the society's relatively constant rate of change continues. That gap is abruptly reduced by the political changes resulting in a reorganization process, a redirection of policy emerging from this process, and a revision of the rules of the game for effective influence by interest groups upon that legislative process. The overall mode of change lies in the mutual dependency of societal and governmental dimensions with their respective change patterns. The more specific mode for changing the pattern of educational politics and, thus, the organizational type used above, is found in the changes existing in the legislative process. Here, the dependency of the lobby, its political lifestyle, its leadership and organizational structure become clear when one realizes that the educational interest groups must fit the legislative process to be effective. This process is unlikely to change to fit the educationist organizational pattern.

The developmental construct appears to be in contradiction to an apparent alternation of competitive and monopolistic linkage structures. However, while Iannaccone concedes that there is this element of alternation, he identifies the continual existence of the primary associations as vestiges of former phases which form the continued basis for building the new social structure (Iannaccone, 1967:80):

> . . . one may see that residuals, specifically organizational components of a preceding political phase, extend into the succeeding phase of a state's politics of education. These residual components must adjust and reorganize internally; almost inevitably incumbents holding seats of power at the top of these transitional units must be replaced by new men with new habits of political behaviour. The relationships among former component organizations must also change. Since each sequential phase carries much of what was built in the past, each successive phase in the state politics of education is significantly different - not only



GOVERNMENTAL DIMENSION (TENDENCY TO RESIST CHANGE) Characteristic Types	PHASE I	PHASE II	PHASE III	PHASE IV
STRUCTURE	Disparate (Locally-Based)	Monolithic (State-Wide)	Fragmented (State-Wide)	Syndical (State-Wide)
POLITICAL LIFESTYLE	Entrepreneurial	Cooptational	Competitive	Coalitional
ELITE	Squirarchy	Oligarchy	Polyarchy	Synarchy

State-Wide Political REORGANIZATION
Development over time
SOCIETAL DIMENSION (TENDENCY TO CONSTANT CHANGE)

Figure 5: Phases in the Development of Political Structures for Influencing State Legislation of Education

(Iannaccone, 1967:77)

> from the phase which immediately preceded it, but also from the one which preceded that.

Applicability of the Models to Canada

The Iannaccone and Campbell and Mazzoni models were developed in reference to the structural arrangements for educational governance in the United States of America. Basic similarities between the United States and Canadian systems, however, suggest that the models apply equally well to Canada.

In both countries the states or provinces, as the case may be, are constitutionally responsible for public education. Elected state or provincial legislatures controlled by the political party with the majority representation enact the legislation governing the provision of education.

Both systems have departments of education operating at the state or provincial level. There is an administrative link between departments of education and the legislature but it varies in form and in the nature of its establishment. Most states have a chief state school officer, who may be elected or appointed, while provinces have deputy ministers appointed by the government. Most states have a state board of education responsible to the legislature for educational matters; some of the boards are elected while others are appointed. In the provinces an elected member is appointed by a Lieutenant Governor in Council as minister of education to exercise responsibility in educational matters.

In most states and provinces education is administered locally. Elected school boards administer educational affairs within the boundaries of school districts. They are assisted in their responsibilities by superintendents of schools, some of whom are elected in the United States, but the majority of which are appointed by the state school board, provincial authorities or local boards. Local school officials and teachers are surrounded by local advisory committees, home and school associations, volunteers, and educational and community-related associations.

In both states and provinces are to be found powerful teachers' associations. In the provinces the teachers' associations are independent of the Canadian Teachers' Federation. States' teachers' organizations are characteristically associated with the National Education Association or the American Federation of Teachers.

Also at the state or provincial level are to be found school board associations, associations of school administrators, home and school or parent-teacher associations and other educator or non-educator groups interested in education.

Summary

The political decision-making system in education is characterized by the interaction of representatives of groups, associations, government structures and elected members of government at the provincial level in the determination of educational policy. The greatest official power in the decision-making system is held by the elected members of the legislature. The greatest unoffical power is wielded by the representatives of the groups, associations and members of government structures, who interact with each other to influence the decisions of the legislators.

The groups, associations, government structures and the legislature form the immediate environment for the political decision-making system in education. The general environment for the political decision-making system is composed of the physical, political, social and economic environments. Changes in the general environment influence the interaction among the participants in the immediate environment and the policy decisions of government.

The interaction among the participants may be informal or may occur in formal organizational settings and structures. The organizational settings and structures are determined by adjustments influenced by changes in the general environment. The relationship between the legislature and the participants in the organizational settings and structures, the leadership and political lifestyle characteristics of the participants and the nature, quantity and control of information by the participants reflect the organizational structures.

The political decision-making system is characterized by the input of the participants in the organizational settings and structures into these processes and the mobilization of support by the participants in each of the processes, both from among the other participants as well as from their respective subunits in the immediate environment. The three processes include the identification of issues, the development of proposals, and decision-making. The processes are sequential to the extent that issue identification begins before the development of proposals, and the development of proposals begins before decision-making commences. However, the identification of issues continues even as proposals are being developed and decisions are being made. Proposals are being developed as issues are being identified and decisions are being made. The issue identification process provides input into the proposal development process and the decision-making process. The proposal development process also provides input into the decision-making process.

Throughout these processes, the interaction among the participants is characterized by attempts to mobilize support for positions on issues, proposals, and decisions. The organizational settings and structures for the interaction among the participants in the processes, the attitude of legislators towards the representatives of groups, associations and government structures, where the desire of the groups are accommodated by government, the type of leadership exhibited by the participants and their political lifestyle, and the nature, quality and control of information by the participants determine the ability of the participants to influence the policy decisions of the legislature. The interaction among the participants occurs within the settings and structures in which the processes occur. The participants also interact with their respective subunits in the immediate environment.

The output of the system is government policy. It is input to the immediate and general environments. The decisions may be formal government policy, formally enacted, or informal government policy exhibited in government programs and activities. The response of the environments to these policies is input to further changes in structures and government policy.

The Case Study Method

Definition of the Case Study Method

Initially it is important to distinguish case work and the case method of instruction from the case study research method. Good (1966:311) described case work as "the process of therapy and the follow-up in relation to developmental, adjustment, or remedial procedures" and the case method of instruction as "a plan of organizing and presenting materials in such fields as law, medicine, social work, psychology, and education, based on case materials produced through case study investigation."

Definitions of the case study research method tend to emphasize three components: process, purpose, and the focus of case study research.

Culbertson (1960:51) described case studies as scientific endeavours that represented

> . . . a process of careful study and observation, an enterprise of fact-gathering, an activity motivated by a deep concern to capture a truthful picture of selected human events. For the field of school administration, this means the accurate depiction of a school administrator or school administrators grappling with real problems in real situations.

Emory (1976:80) emphasized "a full analysis of a limited number of events or conditions and their interrelations." Furfey (1953:316) described the method as "a systematic gathering of enough information to permit one to understand how (the unit) functions as a unit of society."

Good (1966:310-311) described case studies as "intensive investigation of the case unit, especially with respect to initial status or symptoms, collection of explanatory data, and diagnosis or identification of causal factors. . . ." Goode and Hatt (1952:331) described case-study methodology as

> . . . a way of organizing social data so as to preserve the unitary character of the social object being studied. Expressed somewhat differently, it is an approach which views any social unit as a whole. Almost always, this means of approach includes the development of that unit; which may be a person, a family or other social group, a set of relationships or processes . . . or even an entire culture.

Helmstadder (1970:49) stated

> . . . the term refers to a rather intensive examination of some single unit. The unit, however, is not always restricted to one person. A case-study might be made of a single school or a single school district or of a single community or perhaps of a single event. Sometimes, though, the case-study label is used even when two or three 'representative' instances have been selected and subjected to an unusually detailed description.

Miller (1975:130) indicated that case studies could focus on individuals or representative cases, while Foreman (1971:187) suggested that the focus was on a phase or on the totality of an experience. Johnson (1977:319) suggested that case studies look at the subject from a broad perspective. McKinney (1967:187) identified the purpose of the case-study method as preservation of the whole or unitary character of the subject being studied.

The process of case-study research may be defined, therefore, as indepth analysis, systematic data collection, intensive investigation, comparisons, diagnosis, and detailed descriptions of the events or subject being studied. Case studies may focus on current or historical phenomena, real-life situations involving individuals, groups, communities or cultures. The cases may be representative of phenomena, they may focus on the interrelationship of events, or on individual behaviour but tend to look at the unit as a whole. They may focus on causal factors, events, and processes and tend to be time-specific but with a broad perspective. The purposes of case-studies may be social or educational research, behavioural counselling leading to treatment of behavioural problems, organizational development, the formulation of hypotheses for further testing, a basis for teaching or instruction in the social sciences, or the preservation of the unitary character of the subject being studied.

For purposes of this study, the case-study method is defined as a process of systematic data collection, detailed description, and in-depth analysis of the interrelationships of real-life individuals, events and processes during a specific time period.

The Methodology of Case Study Research

Franklin (1971:185-205) and Frey (1978:263-268) identified criteria which the case-study method must meet if it is to represent good research. It must be systematic and complete, valid, reliable, ethical, and relevant. It must be open to logical analysis and amenable to replication.

Foreman (1971:193-197) proposed criteria upon which the research adequacy of case-studies may be judged:

> 1. Materials must have direct application to the research problem at hand . . .
> 2. Materials must exhibit true occurrences, a criterion which may, however, be satisfied in instances by depiction of situations experienced by subjects or functionaries as true . . .
> 3. Materials must permit the balancing of all discoverable pertinent facts of behaviour or action . . .
> 4. Insofar as possible, the organization of materials should separate or at least distinguish case data and their systematic interpretation.

Culbertson (1960:59-65) identified several issues relating to the adequacy of case-study research. With respect to the selection of cases, he identified the problems of sampling and perspectives. Obtaining a representative sample and a selection of normal or abnormal cases represent the major concern with respect to sampling. Culbertson (1960:57) concluded that, "in the long run and from a scientific standpoint, it would be desirable to obtained cases that represent routine as well as cases that represent unusual situations."

Culbertson also identified perspectives in case research as an important criterion in the selection and writing of cases. He suggested that both a detached perspective, that is, where the writer is not an active participant in the case, as well as personal perspectives, that is, where the case-writer was a participant in the case, are useful. Case-studies may have a broad or a focussed perspective, that is, include an abundance of historical and environmental information or may examine issues that are limited in scope. Culbertson (1960:60) stated, ". . . a broad perspective that is sensitive to historical and environmental factors seems more appropriate for case-writers dealing with school administration." Case-studies may also have implicit or explicit perspectives. Culberston (1960:61) stated:

> If a case-writer clearly states or can state the concepts that guide his data-gathering procedures then the perspective is explicit. If he is unaware or only vaguely aware of what causes him to select one type of information instead of another type, then his perspective is implicit . . . . If a case is to be scientifically oriented, the perspective during the data-gathering process must necessarily be relatively explicit. This gives other researchers an opportunity to evaluate the adequacy and the appropriateness of the perspective and to examine the data in relationship to it.

To enhance the scientific credibility of case-studies, Culbertson suggests that the perspectives of case-studies be made explicit. He identifies a number of types of case perspectives. A case-study with a historical perspective describes a chronological series of actions and events which if characterized by too much detail does not substantially contribute to understanding. Case-studies may also have a problem perspective which emphasizes a situation demanding solutions or decisions. This perspective, typically used in business administration, emphasizes individual rather than organizational elements. The thematic perspective emphasizes a central theme as a basis for data-gathering. It has a problem with respect to the tendency towards biases. The process perspective "is broad in scope and focusses upon such general administrative processes as communication or decision-making . . . (and) upon various groups and individuals interacting with one another to reach some conclusion (Culbertson, 1960:63)." A causal perspective

> . . . concentrates on cause-and-effect relationships in administration . . . expressed in terms of specific hypotheses, related to such things as effects of administrative behaviour or the causes of organization change. . . . the causal perspective is highly desirable from a research standpoint in that the discovery, confirmation, or disproof of hypotheses is central to the work of science. Use of such a perspective could provide leads from our controlled studies and could also encourage the development of more systematic administrative theory (Culbertson, 1960:64).

Gee (1950:34-37) in a discussion of procedure in case-studies pointed out considerations in the selection of cases to be studied. The choice of cases could emphasize "type" cases, "typical or normal" cases, "a normal frequency of cases", or "abnormal types." The number of cases in a study could be one, several cases similar in some respects, or a large number of cases. The "units of observation" could include all aspects of the case or could focus on one or a limited number of elements. The research objectives could be:

> (a) To obtain detailed information of actual operations, methods and practices . . .
>
> (b) To get the exact data of some unit . . . as a basis for figuring out trial reorganizations . . . or testing out different systems of analysis or bookkeeping.
>
> (c) To explore thoroughly some unit in order to see it whole and sense all the interrelations, or to get new ideas as to problems from several units nearly alike . . .

> (d) To obtain comparative data from several units more or less different in the respects in which one is interested (Gee, 1950:234-236).

Walton (1972:73-78) identified attributes of case-studies required to achieve the purposes or goals or case-study research. Walton (1972:73-78) stated, if the purpose of the case-study is "the inductive development of new theory - middle-range theory that has both goodness of fit with the phenomenon contemplated and implications for action" then:

> Relatively more extensive treatment must be given to questions or aspects of the situation not already understood . . .
>
> New concepts and hypotheses which enrich the way we have for thinking about change and change agentry should be presented.
>
> Rich descriptive detail must be skillfully related to a clear articulation of the concept or hypotheses; . . .

Discussion should include speculation about these aspects of the situation study (e.g., institutional setting, type of change involved, the size and the type of interdependence of social unit involved) that may bound the generality of the hypotheses or the relevance of the concepts which emerge from the data (Walton, 1972:74-75).

If the study is to enhance the change or refinement of existing theories and technologies then:

> The author's observations, conclusions, and hypotheses must be related to those of others, contrasting and pointing up similarities and the like.
>
> The contrasts must be explored to see whether they indicate conditional hypotheses rather than merely challenge the credibility of a previously accepted one . . .
>
> The account must be complete enough not only to indicate how the conditional hypothesis was generated but also to enable others to explore all alternate concepts and hypotheses.

> The account must include an attempt to explain the failure as well as successes, . . . (Walton, 1972:75-76).

If case-studies are to "study the processes which mediate the intervention and the outcome . . . they must:"

> . . . contain longitudinal data from each of several phases - pre-invention, intervention, and post-intervention . . .
>
> contain rigorous description of processes, especially during the intervention phase . . .
>
> conceptualize and theorize about the process itself, e.g., interactions, phases, critical incidents, and their effect on subsequent attitudes and actions (Walton, 1972:76).

If the case-study is to provide a ". . . vicarious experience upon which meaningful learning - insight and generalization - can be based (it) is more likely to serve this purpose (if it):"

> allows the reader to identify with persons or place himself in role positions in the situation . . .
>
> captures the affective moods and other dynamic properties of the unfolding situation . . .
>
> separates the description from the conceptualization and generalization (Walton, 1972:77).

If a case-study is to explicate ". . . the role of personal styles (preferences, strengths, weaknesses, and biases) of the actors in a system of planned change . . ." it should include ". . . sensitive descriptive materials about particular human beings who were central to the change process (Walton, 1972:77)."

If a purpose of the study is to provide a basis for judging the applicability of case-study methodology as research technique then studies should include ". . . cases that are more thorough in describing the diagnosis and contextual conditions as well as the intervention and process, . . . as well as illustrate techniques in a diversity of settings . . . (Walton, 1972:78)."

Foreman (1971:195-196) identified five criteria or techniques for validating data and conclusions or generalizations drawn from data:

1. the use of independent investigators;
2. submission of the data or conclusions to outside individuals for criticism;
3. validation or review by the subjects or functionaries in the case;
4. validation by self-confrontation to identify logical contradictions;
5. the use of predictive discrimination.

If the case is to attain objectivity, that is to demonstrate authenticity as well as fairness, Culbertson suggested (1960:66-67) the report should be written so that the reader "knows the source of data, . . . guards against bias, it clears the written record with the chief participants in the case, and avoids the overuse of value laden adjectives."

Frey (1978:264) indicated that the typical methods in case-study research are interviewing, case conferences, psychological assessment, clinical synthesis, and content analysis. Good (1966:313) emphasized:

1. Recognition and determination of the status of the phenomenon to be investigated; . . .
2. Collection of data relating to the factors or circumstances associated with the given phenomenon; . . .
3. Diagnosis or identification of causal factors . . . .

Content Analysis

The method most frequently used for analysis of written text is content analysis (Carney, 1972:3). Content analysis is also applicable to the analysis of interview data which are "cleaned-up" transcripts (Psathas, 1969:169).

Definition of Content Analysis

Budd (1967:2) defined content analysis as ". . . a systematic technique for analyzing message content and handling . . . ." This is a more general statement of the classic approach described by Berelson (1952:18) as ". . . a research technique for the objective, systematic and quantitative description of the manifest content of communication."

More recent developments in the use of content analysis have broadened its application beyond the limited analysis of the semantics of the content (Holsti, 1969:14) to what Budd (1972:4) described as an emphasis on ". . . the larger questions of the process and effects of the communication."

Holsti (1969:14) stated:

> Content analysis is any technique for making inferences by objectively and systematically identifying specific characteristics of messages.

Krippendorf (1969:11) also emphasized methodology and inference in his definition: "Content analysis . . . (is) the use of replicable and valid methods for making specific inferences from text to other states or properties of its source." George (1959:7) added a further dimension, causality, and specified a source when he defined content and analysis as ". . . a diagnostic tool for making specific inferences about some aspects of a speaker's purposive behaviour. Such inferences, often highly interpretative, are in the nature of causal imputations in the single case."

The major purpose of content analysis is the making of inferences. The emphasis has shifted from counting the frequency with which units of analysis occur in a text to determining the presence or absence of a unit. The focus is on reading between the lines rather than the semantic content of the communication: what is not stated in a communication may be as important as what is stated (Carney, 1972:9-12). A single assertion may be more inferentially significant than multiple occurrences of other characteristics (George, 1972).

The Technique of Content Analysis

Carney (1972:39-41) identified three components of content analysis: unitizing; standards or the conceptual framework; and validation of the inferences.

Unitizing. Unitizing is a counting procedure. Counting may mean determining the presence or absence of a unit, or assessing the importance of a single assertion. It may be notation of the occurrence of terms used in conjunction with a unit (Carney, 1972:39). The procedure involves the counting of recording units, context units, and categories. Recording units, Carney stated (1972:39), ". . . may be words, themes, characters, or even interaction." For interaction units the focus is on the way in which words are used - by what sort of people, how, and towards which other purposes (Carney, 1972:39). A theme is ". . . a conceptual entity: an incident, thought-process, or viewpoint which can be seen as a coherent whole (Carney, 1972:159)."

Context units were described by Carney (1972:39) as:

> . . . the passages in which the recording units are set, the contexts which define their meaning. They have to be specified, for counting purposes, and must relate in size to the size of the recording unit concerned. Thus they may comprise a sentence (for example, when a word is the recording unit) a paragraph (for a theme, for instance), a page, or a chapter.

Categories are the ". . . compartments with explicitly defined boundaries into which material is grouped for analysis (Budd, 1967:39)." They are the pigeonholes for the classification and counting of the recording units.

Carney (1972:39-41) identified three types of categories. One classification is descriptive of the manifest content of a text, for example, whether a source is cited or not. The second type of category is a classification of the less tangible latent content of the communication, for example, inferences such as emphasis. The third type of category is a classification which establishes a pattern of co-occurrence of recording units within a text.

Holsti (1969:95) identified general principles for the construction of categories: ". . . categories should reflect the purposes of the research, be exhaustive, be mutually exclusive, independent, and be derived from a single classification principle."

"The investigator's research question . . ." is the most important condition for constructing categories (Holsti, 1969:95). The theoretical base or conceptual framework provides the basic categories. Definition of the conceptual variables and the indicators for assignment of recording units to the categories are the prerequisite. A decision must also be made as to the establishment of sub-categories. The basis for the decision is the research problem and the degree to which distinctions within categories will add substantive detail for making inferences.

The second general principle is that the categories must be exhaustive. Holsti (1969:99) defined this to mean "that all relevant items in the sample of documents under study must be capable of being placed into a category."

The third principle, mutual exclusiveness, was defined (Holsti, 1969:99) as the requirement ". . . that no content datum can be placed in more than a single (category)."

The fourth principle, independence of categories, was interpreted (Holsti, 1969:100) to mean ". . . that the assignment of any datum into a category not affect the classification of other data . . . ."

The single classification principle means that if there are different levels of analysis then there must be distinct categories for each level (Holsti, 1969:100; Carney, 1972:41).

Standards. Carney (1972:41) interpreted standards as the theoretical base or conceptual framework for the study. Standards are important for two reasons, one of which has already been identified, the establishment of categories. Carney (1972:41) identified one other need for a conceptual frame of reference:

> By relating the study to a theoretical background two forms of bias are avoided. First it has to be explicitly shown how the theory involved is relevant. Thus the analyst cannot unconsciously or surreptitiously adopt an approach which skews the evidence in favour of a particular case. Secondly, standards . . . are determined not by him but by outsiders' findings. Thus he cannot 'make a case' by skewing his analytical infrastructure as to generate data which tell in favour of that case.

Validation. This aspect of the technique emphasizes establishing the reliability and validity of the inferences. The first task is to establish the reliability of the procedures for unitizing. One key to reliability is the establishment of clearly defined and unambiguous categories (Holsti, 1969:138). Holsti (1969:138) suggested an additional means for establishing reliability which:

> . . . consists of defining the task as a series of dichotomous decisions, i.e., coding is broken down into a sequence of judgements, each of which requires the coder to make a choice between only two alternatives. . . . It permits coders to focus on a single decision at a time and to review criteria for choice at each step (and) . . . ensures that choices coders are asked to make follow a logical sequence.

The procedure is similar to Carney's (1972:39-41) approach which established a sequence of categories beginning with very simple, present/absent frequency counts or themes through more quantitative categories such as pro/con assessments of bias. The procedure limits the analyst's attention to a single judgement at a time, permits him to gain familiarity with the subject and improves the analyst's discriminatory power (Carney, 1972:39-41).

Validity is the other dimension of demonstrating how well inferences have been made. Holsti (1969:140-143) identified the reliability of the research design, categories and recording units as important influences to determining the validity of inferences.

As techniques for establishing validity, Holsti identified ". . . the informed judgement of the investigator" and the direct interview of subjects involved in a decision-making process (1969:143). Webb and Roberts (1969:71) identified a validation process called multiple confirmation. A variety of source materials is analyzed, for example, memoranda, minutes of meetings, papers, newspaper articles or records of the proceedings of the Legislature. Carney (1972:43) identified a technique called multiple operationism, which uses other methods, for example, questionnaires or interviews, as a means to validate information drawn from a content analysis.

Summary

This chapter presented a conceptual framework and the review of the literature for the study. In the first part, politics was defined and three components of a political decision-making system were identified: government, power and policy. The two components, system actors and functional relationships, of the political systems theory developed by Campbell and Mazzoni (1976:1-7) were described, and a system for political decision-making in education was presented. A model of state politics of education developed by Iannaccone (1967:1-80) was described, which had as its base four types of structure linking organizations to the legislature and poltical lifestyles and leadership types as correlates of the linkage structures. The dominant type of linkage structure and changes from one type to another as described by Iannaccone was discussed. The applicability of the two models to Canada was considered. Part one concluded with a statement of the conceptual framework.

The second part, the case study method of research was presented. The method was defined as a process of systematic data collection, detailed description, and in-depth analysis of the interrelationships of real-life individuals, events and processes during a specific time period. The methodology of case study research was described.

The final part of the chapter presented a description of the content analysis method for analysis of written text. Content analysis was defined and the technique for the procedure was described. The major components of the technique included unitizing, establishment of standards and validation of the inferences drawn from the text.

CHAPTER 3

DESIGN OF THE STUDY

This chapter describes the research design for the study. The elements of the design include: (1) a case study framework and perspective; (2) the conceptual framework; (3) sources of data; (4) data collection procedures; (5) validation procedures; and, (6) definition of terms.

The Case Study Framework and Perspective

The study was conducted within the framework of the case study method. For purposes of this study, the case study method was defined as a time-specific process of systematic data collection, detailed description, and in-depth analysis of the interactions of real life individuals. It was concerned with processes of an event in political decision-making in education.

The study focused on the incidents, the interactions of participant individuals and organizations, and the contextual variables of a single case. The study was conducted from the detached perspective of a non-participant. To control for research bias the study had an explicit conceptual framework.

The Conceptual Framework

The conceptual framework was based on the models of state politics of education identified by Campbell and Mazzoni (1976:1-6), and by Iannaccone (1967:1-80).

The political decision-making environment in education is composed of the members of groups who have a particular interest in legislation related to education, and of the members of the provincial legislature. The political decision-making process is characterized by the interaction of representatives of the groups as they influence legislative decision-making. Based on the nature of the interactions, the participants form social structures that link the organizations to the legislature. The social structures vary with respect to the relationship between the members and the legislators, the leadership and political lifestyle characteristics of the participants in a social structure, and the nature, quantity and control of information utilized by the members.

The conceptual framework provided the source for the major problems and suggested some of the subproblems. As the study progressed, additional questions related to the conceptual framework emerged and were also addressed.

Sources of Data

The following data were made available by permission of the Deputy Minister of the Alberta Department of Education.

1. Records and minutes of meetings of the Elementary and Secondary School Curriculum Boards, the Curriculum Policies Board and its subcommittees, Directors' Council, conferences and seminars, and meetings of other committees of the Department.
2. Reports prepared by Alberta Education.
3. Correspondence among the participants, and internal Departmental correspondence.
4. Proceedings of the Legislature (Hansard).

5. Official publications of the Department of Education or the Government of Alberta.
6. Submissions from groups or individuals.
7. Newspaper articles from the newspaper and newsmagazine clippings files of the Government of Alberta.

Data were also obtained from publications. A replica of the letter approving access to Alberta Department of Education records is enclosed as Appendix A.

Data Collection

The data collection procedures were selected with the intent to use them singly or in combination to extract data related to the research problems and subproblems. The procedures included decisional, positional and reputational approaches to identifying participants (Kimbrough, 1964:59-71). Questionnaires, content analysis, and interviews were used as the data collection devices.

The first task was the identification of the participants. The first step, reflecting the decisional approach to identifying the participants, was to develop a list of participants from the records of the Department of Education. The names of all those persons who participated at some stage in the decision-making process were recorded.

The second step reflected a positional approach to the task, a strategy consistent with direct involvement of government and government agencies. From records of the Department, persons were identified who heldsenior levels of responsibility in Alberta Education and the interest groups during the event. The participating interest groups were identified from the records of committee or board meetings. The names of the senior leaders were obtained though consultation with the incumbents.

The third step, reflecting the reputational approach, was to submit the list of participants developed in step one to those persons identified in step two as holders of senior positions of responsibility. These persons were asked:

a) to add names that may not have been identified, and eliminate those persons who were not active;
b) to identify the groups involved in the event;
c) to rank the individuals and the groups in terms of influence.

A sample of the letter sent to the respondents is included as Appendix B.

The fourth step, also a reflection of the reputational approach, was to identify those individuals most frequently identified in step three as key participants. One participant was selected from each of the groups most frequently identified in step three as the most important participant groups to serve as a judge to validate the data.

The second task was to analyze the process of the event. Three procedures were used to obtain data relevant to this problem: content analysis, questionnaires, and interviews.

For purposes of this study content analysis was defined as a process of systematic analysis of the content of written text for the purpose of making inferences.

The basic technique of content analysis involves unitizing or counting the recording units, context units and categories. For this study therecording units included themes and interactions. The context units included paragraphs, pages or entire documents.

The categories are the key element of the content analysis as they provide the basis for the classification of the recording units. The conceptual framework identified the categories of data related to the stages in decision-making, social structures influencing the legislative process, and correlates of the types of social structures. The categories were inclusive in that they provided for classification of all items and issues to be examined in the study.

All documentary data related to the event were subjected to content analysis in relation to each question and category.

The interaction units of analysis centered on the identification of issues. To identify the issues which were the foci of participant interaction the records of the Department were content analyzed. A list of issues were compiled and forwarded to the individuals identified as key participants. Each of these persons was requested to rank the issues beginning with the most important issue, and to identify other issues and include them in the ranking.

The results of the rank ordering of issues were combined into a listing of the issues. With assistance of the key participants the researcher developed a selection of the most important issues as the foci for analysis of the interactions among the participants. This procedure was a key element in collecting data in the second and third tasks.

To provide additional richness of data beyond that provided by content analysis, to obtain data not available from documents, or to confirm the accuracy of data collected from content analysis of documents, interview procedures were utilized. The approach to interviewing participants was based on Gordon's (1975:61) "standardized non-scheduled interviewing" and Dexter's(1975:5) "elite interviewing" techniques.

An interview guide was used which specified the goals of the interview, the research questions and the conceptual categories of the study. Each interviewee was permitted to define and structure the situation and to identify in his own terms what he considered to be relevant. The responses of interviewees were content analyzed based on the conceptual categories of the study in order to make the interview data comparable to the data produced from content analysis of documents.

All interviews were tape-recorded unless the interviewee expressly requested otherwise, in which case the notes of the interviewer provided the record of the text of the interview. All interviewees were assured of the confidentiality of their comments.

The third task was to identify the social structure which linked the interest groups to the legislature. The procedures described in relationship to problem number two were used to obtain data related to this problem.

Reliability and Validity

To establish the reliability of procedures, the following techniques were used:

1. The categories began with simple presence/absence data, for example, individuals' names, and progressed to more complex categories, for example, co-optative political style. The progression from the simple to more difficult categorization of data built analyst skill and thus improved the reliability of the analysis in the more complex areas.
2. Each categorization involved a separate step which enabled the analyst to concentrate on single units and classifications.

Data reliability was established by:

1. Clear description of each category to eliminate ambiguity and overlap; and
2. Availability of an abundance of primary source documentary material and primary participants from which complementary data were obtained.

To control for research subjectivity and bias and to provide norms for classification of data, the categories were based on the conceptual framework for the study. By using a theoretical base derived from other research to establish the categories, the possibilities were limited that data might be subconsciously skewed to make a case for conclusions, or that the conceptual framework was consciously skewed. The conceptual framework also provided a basis for validation of inferences drawn from the data, for it was the elements of the conceptual model for which the researcher was searching rather than his subjective conceptualization.

Two procedures were used to validate the data and the inferences:

1. The use of multiple confirmation wherein the same question is put to a variety of source materials. The same results from different sources validate initial inferences. The questions related to problems two and three were posed in the content analysis of minutes of meetings, conference proceedings, reports, correspondence, Hansard, and news articles.
2. The use of multiple operationism, a procedure that uses different techniques to gather data. Data were gathered from documents by means of content analysis, by questionnaires

submitted to participants, and by interviews in relationship to each of the major problems. In addition, a variant of the panel test (Carney, 1972:43) was used. The data were submitted to a panel of "judges" composed of participants identified as key influentials in the process who were members of the most influential groups which participated in the event.

Delimitations

The study was delimited to the period from January 11, 1972, to May 15, 1978. Decisions and events occurring prior to January 11, 1972, were also reported where they bore directly on the subject under research.

Limitations

The accuracy and comprehensiveness of the data were limited by the availability of relevant records and by the views, perceptions and recollections of events and decisions by the participants. Limitation of the analysis to major issues prohibited consideration of issues that may have provided other important insights into the process. Similarly, by limiting the analysis to those persons identified as key participants, the impact of other persons on the outcomes of the process was probably underestimated.

Definition of Terms

AFHSA:	The Alberta Federation of Home and School Associations, the provincial association of local home and school associations.
AFT:	The American Federation of Teachers, a national association of teachers in the United States of America.
ASTA:	The Alberta School Trustees' Association, the provincial association of locally elected public and separate school boards.
ATA:	The Alberta Teachers' Association, the provincial association of teachers.
Broad Perspective:	A view in a case study which emphasizes an abundance of historical or environmental information.
Bureaucratic:	A system of administration marked by officialism, fixed rules, red tape, hierarchies of authority, and specialization of functions.
Case Study Method:	A process of systematic data collection, detailed description, and in-depth analysis of the interrelationship of real-life individuals, events, and processes during a specified time period.
CASS:	The Conference of Alberta School Superintendents, the provincial association of locally appointed superintendents, directors of education, and assistant superintendents.

Categories:	The counting units in content analysis for the classification of materials and counting of recording units.
Causal Perspective:	A view in a case study which emphasizes cause and effect relationships.
Closed System Politics:	The actors in the political system do not interact with the general environment and are unaffected by the changes in that environment.
Context Units:	The counting units in content analysis such as sentences, paragraphs, pages, or chapters, in which recording units are found, and which define the meaning of recording units.
Content Analysis:	The systematic analysis of written documents for the purpose of making inferences about the content.
Co-optation:	The process of absorbing or assimilating the support of the representatives of the associational groups or their leaders.
CTF:	The Canadian Teachers' Federation, a national association of provincial teachers' associations in Canada.
Decisional Approach:	An approach to identifying participants in an event which is based on their involvement in making the decision.
Decision Enactment:	The process in functional relationships in which the government makes a choice among alternative proposals.

Department of Education:	The department of government under the administration of the Minister of Education.
Detached Perspective:	A non-participant's view of the case.
Deputy Minister:	The chief administrative officer of a government department, appointed by the government.
Differentiated Legislator Sentiment:	An attitude of legislators towards educators which is characterized by different treatment according to status, e.g., teachers are viewed differently than administrators.
Educator:	Anyone professionally involved in education, be he a teacher, administrator, or professor of education.
Elites:	Those persons who because of position or influence are the most powerful, customarily from the upper level of the socio-economic strata of society.
Elite Interviewing:	An interview technique which emphasizes the interviewee's account of the situation and what he considers to be important.
Entrepreneurial:	A political lifestyle which is characterized by risk-taking.
Explicit Perspective:	A view in a case study in which the concepts which guide the data collection are stated.
Focused Perspective:	A view in a case study which examines a limited number of issues.

Functional Relationships:	The stages in the relationships among the participants in an event which determine educational policy.
General Environment:	The physical, socio-economic and political background for the political decision-making system.
Government Official:	A term used to distinguish government officials who are appointed from those who are elected.
Heterogeneous:	A term used to describe secular political systems as composed of varied and dissimilar elements.
Historical Perspective:	A view in a case study which presents data as a chronological series of actions.
Homogeneous:	A term used to describe sacred political systems as composed of similar or common elements.
Implicit Perspective:	A view in a case in which the concepts which guide the data collection are unstated.
Inference:	In content analysis, a conclusion assumed from the information or evidence presented in the data.
Immediate Environment:	In the political system, the immediate environment is composed of the individuals and groups with an interest in the decisions or policies of the government.
Interaction:	A term used to describe communication among participants.
Interaction Units:	In content analysis, the term describes the way in which words are used, by whom, how, and towards which purposes.

Interest Group:	An organizational group with a particular focus or purpose in relation to education, e.g., ATA, ASTA; it is used synonymously with the terms lobby and associational group.
Interview Guide:	A statement of the topics to be explored in non-scheduled or elite types of interview techniques.
Issue:	The focus for disputes or discussions among participants.
Issue Definition:	The stage in functional relationships in which the preferences of participants become translated into political issues.
Key Linkage Points:	The points of interface between the leaders of the associational groups and the legislators, usually an organizational unit.
Key Participant:	A person or group that participated directly in a key linkage point in some aspect of the event or throughout its course, and whose influence or contribution was more significant than that of others who participated.
Leaders:	Persons who held positions in an associational group or organizational unit.
Leadership Style:	A characterization of leadership behaviour according to the oligarchy-polyarchy continuum, and includes to the leadership types Squirarchy, Oligarchy, Synarchy, and Polyarchy.
Legislators:	The elected officials of government.

Legislator Sentiment:	The views which legislators have of participants in an event.
Lieutenant Governor-In-Council:	The authority delegated to Cabinet giving to it legislative decision-making power subordinate to the Legislative Assembly.
Linkage Structure:	The organizational structure linking the associational groups to the legislature. It is used synonymously with organizational unit and organizational structure.
Lobby:	The associational groups which attempt to influence legislators. It is used synonymously with interest group and associational group.
Locally-Based Disparate:	A linkage structure characterized by local geographically-separated sub-units.
Locus for Accommodation:	The location in the political decision-making system where the interests of the associational groups are accommodated by the legislators.
NEA:	The National Education Association, the largest national associational group of educators in the United States of America.
Oligarchy:	A leadership style on the oligarchy-polyarchy continuum characterized by control of the decision-making by a few influentials.
Organizational Structure:	Linkage structure; Organizational unit.
Participant:	A person or group that participated directly in some aspect of the event or throughout its course.

Paternalistic Legislator Sentiment:	A father-like attitude of legislators toward educators.
Pluralistic:	On the elite-pluralistic continuum (synonymous with the oligarchy-polyarchy continuum), leadership which is characterized by the separation of power among competing interest groups.
Policy:	The end or goal of the political decision-making process. It is frequently defined as a guide for discretionary action. In government it may be represented by legislation.
Policy-Making:	The process of making policy. It is used here synonymously with political decision-making.
Political Decision-Making:	Used to describe policy-making which involves government.
Political Lifestyle:	A characterization of the political behaviour of those who engage in political decision-making.
Political Systems Theory:	The political processes which utilize demands and support from the external environment (inputs) to produce decisions or actions (outputs).
Polyarchy:	A leadership style on the oligarchy-polyarchy continuum characterized by a separation of power among many competing interests.
Position:	An office held by a participant in an associational group or an organizational unit.
Positional Approach:	An approach to identifying participants in which persons in leadership positions identify the participants.

Power:	The ability of participants to influence decisions.
Power Pyramid:	The informal decision-making group comprised of the leadership position holders in the associational groups.
Pressure Group:	Synonymous with associational group; lobby.
Primary Source Material:	Sources of data including records of meetings, correspondence, publications, official documents, and news reports.
Problem Perspective:	A view in a case study which emphasizes solutions or decisions.
Process Perspective:	A view in a case study which emphasizes decision-making.
Proposal Formulation:	The stage in functional relationships in which the issues become developed as recommendations.
Qualitative Methodology:	Research directed at the determination of the elements of the subject. It is often considered the antithesis of quantitative methodology.
Recording Units:	In content analysis, counting of words, themes, characters, or interactions, as part of the unitizing process.
Reputational Approach:	A procedure for identifying participants that uses persons in positions of authority in associational groups to identify persons who are participants in an event.
Rural:	That part of the demographic structure located outside of cities or metropolitan areas.

Sacred:	That end of the sacred-secular continuum which characterizes the governance system as traditional, antagonistic to change, and practicing decision-making as a private, informal process.
School Authorities:	A term used to describe school districts or systems.
Schoolmen:	All persons, laymen and professionals, directly involved in associational groups in education.
Scribblers;	Writers employed by associational groups or organizational units to prepare papers.
Secular:	That end of the sacred-secular continuum which characteries the governance system as emphasizing participation and change.
Squirarchy:	A leadership style on the oligarchy-polyarchy continuum characterized by the locally-based, high-ranking leader.
Stages in Decision-Making:	A construct of the decision-making process which includes the stages of issue definition, proposal formulation, support mobilization, and decision enactment.
Standardized Non-Scheduled Interviewing:	A process which subjects non-scheduled interview data to post-interview analysis that is standardized.
State-Wide Fragmented:	A linkage structure in which province-wide associational groups interact independently with the legislature.

State-Wide Monolithic:	A linkage structure in which the spokesmen of the associational groups interact in an informal power pyramid to influence legislators.
State-Wide Syndical:	A linkage structure which is an organizational unit established by the government whose members are representatives of the associational groups.
Support Mobilization:	The stage in functional relationships in which the participants are mobilized to support or oppose alternative policy proposals.
Survey Method:	A research methodology that emphasizes the collection of data by means of structured interviews.
Synarchy:	A leadership style on the oligarchy-polyarchy continuum based on the leaders' being part of a government agency as well as leaders of their associational groups.
System Actors:	Members of the political decision-making system who are also members of associational groups in the general environment.
System Boundaries:	The interest or geographic demarcation lines separating associational groups, or separating the political system from the general environment.
Thematic Perspective:	A view in a case study which emphasizes a central theme.
Unitizing:	In content analysis, the process of counting, that is, determining the presence or absence of a word,

theme, or action, or assessing the importance of a single assertion.

Urban: That part of demographic structure composed of cities and metropolitan areas.

Summary

This chapter presented the design for the study. The research perspective, conceptual framework and sources of data were identified, and procedures for data collection and establishing the reliability and validity of procedures and data were identified. The study was delimited, the limitations were identified, and key terms used in the study were defined.

CHAPTER 4

A CHRONOLOGY

An Overview of Chapter 4

This chapter presents a chronology of incidents in the determination of the Goals of Basic Education for Alberta (1978). The chapter is arranged in three parts: part one describes the background to the event; the second part describes incidents in the period from 1972 to 1975; part three describes occurrences from 1975 to 1978. The second and third parts present a skeletal view of the incidents in this event; Chapter Five presents the detailed description of the incidents in the interaction of the participants in the identification of the issues, development of the proposals for the Goals of Basic Education for Alberta, and the decision by the legislators.

Background

The Goals of Basic Education for Alberta (1978) were not the first goals for Alberta schools. Goals for education had been in existence in Alberta since the establishment of the Board of Education of the Northwest Territorial Government in 1885; some goals had disappeared, some had been added, some had changed in emphasis, and some had been reinterpreted (Hodgson, 1969:40). The goals were evolutionary, and often only to be found in the programs of study or in general statements in curriculum guides or handbooks (Hodgson, 1969:1-43). What distinguished the Goals of Basic Education for Alberta (1978) was the process by which they were determined.

Hodgson (1969) described the development of goals of education from 1885 to 1969. In the 1960's the direction for curriculum policy was shared among three committees: the Elementary School Curriculum Committee, which was responsible for Grades 1-6; the Junior High School Curriculum Committee, which was responsible for Grades 7-9; and the Senior High School Curriculum Committee, which was responsible for Grades 10-12. In 1968, two Curriculum Boards replaced the three committees. The activities of these boards prior to 1972, formed the background for the determination of the Goals of Basic Education for Alberta.

The initial stages had the appearance of separate endeavours of the boards and the legislators. Both groups appeared unsure about the objectives of their efforts and the means for accomplishing them. Beginning in 1967, five years elapsed before a single, focused initiative emerged.

On March 22, 1967, a subcommittee of the Elementary School Curriculum Committee was established to consider the organization, aims and objectives of the elementary school in Alberta (ESCB, 1967). The subcommittee recommended four alternative courses of action to the Elementary School Curriculum Committee by which the task might be accomplished. The Elementary School Curriculum Committee selected an approach to consist of a conference on elementary education, to be followed by development of a statement of goals by the subcommittee.

On March 18 to 21, 1969, the Department of Education sponsored an invitational conference on elementary education. The conference was attended by Department officials, representatives of the universities, school system administrators, trustees, teachers, ASTA and ATA representatives, and representatives of the public. The purpose of the conference was (Hrabi, 1969:iii):

> . . . to consider the aims of elementary education from both a historical and futuristic point of view in the light of the needs of society, the needs of children, and the needs of the various disciplines. The report of the conference will be a base-line document for the committee charged with the responsibility of developing a statement of the aims of elementary education for this province.

At this time in the sequence of events, a second initiative related to the goals of education occurred. For some time, there had been rumours, attributed to the Premier's office, that the Government was considering a review of the entire educational system in Alberta. In June, 1969, the rumours became reality. The Government of Alberta appointed Dr. W.H. Worth, a vice-president of the University of Alberta, to conduct the Commission on Education Planning. The Commission's mandate (1972:2) was:

> . . . to examine the needs of all individuals in our society; to analyze our total educational requirements; to recommend the future changes, structures, and priorities necessary for a comprehensive educational system.

On June 19, 1969, the report of the Conference on Elementary Education was considered by the subcommittee on the organization, aims, and objectives of the elementary school.

A preliminary statement of aims and objectives was developed. The statement, study questions, and a report were presented to the Elementary School Curriculum Board on November 27, 1969. The Board directed that a revised document was to be presented to the Minister and to Cabinet for approval, after reaction had been obtained from various publics to the draft statement.

The final document, Purposes of Elementary Education, was reviewed by the Elementary School Curriculum Board on May 22, 1970. Plans were made for discussion of the document at meetings of superintendents of schools, elementary school institutes, for distribution at conferences planned by the Worth Commission, and for review by the Alberta Teachers' Association, the Alberta School Trustees' Association, and the Alberta Home and School Association. Plans to have the statement approved by the Minister and Cabinet had been deferred.

The Secondary School Curriculum Board had also begun to study the aims of education in 1968. At the November 14-15, 1968, meeting, an ad hoc committee was established to study the aims and objectives of secondary schools in Alberta. The report of the committee on March 13-14, 1969, indicated that difficulty had been experienced in identifying the tasks of the committee. The Board decided to postpone consideration of the aims of secondary schools.

The ad hoc committee, however, continued to pursue its task. On June 4-5, 1970, the committee presented a prototype of a statement to the Secondary School Curriculum Board.

Almost a year later, in March, 1971, a revised statement of the goals of secondary education was presented to the Secondary School Curriculum Board. The Board accepted the statement in principle, and directed that it be distributed to interested groups for discussion.

On August 30, 1971, the Progressive Conservative Party of Alberta swept to power in the provincial election. One of the "planks" of the Party was that the civil service was "running" the Government and was out of touch with the public. Education was viewed by the Party as one area where changes could gain support for the Government. Louis D. Hyndman was appointed as Minister of Education. Mr. Hyndman, one of the key members of the Lougheed "team", had been opposition Education critic in the 1967-1971 Legislature. He did not eliminate the three initiatives in education: The development of both elementary and secondary statements of aims and objectives of education continued; The Worth Commission also proceeded with its study of education in Alberta under the Honourable James Foster, Minister of Advanced Education.

On December 20, 1971, the subcommittee on the aims and objectives of the elementary school met to review reactions to the statement on the aims and objectives of elementary education. A decision was made to prepare a final statement for publication. However, while the position paper was being prepared, The possibility of the development of a combined elementary and secondary statement of aims and objectives of education became an issue in the meeting of the Elementary Board. The matter was referred to the subcommittee for consideration. After first ignoring the issue, and some bitter dispute at subsequent meetings, the members recommended to the Elementary Board that a joint committee of representatives from the Elementary and Secondary School Curriculum Boards examine the possibility of developing a statement of aims and objectives for Kindergarten to Grade Twelve.

There is no evidence that either Board agreed to a joint meeting of the two committees. Nevertheless, a meeting of representatives of the elementary and secondary subcommittees occurred on May 26, 1972, chaired by Dr. E.A. Torgunrud. Representing the elementary subcommittee were Dr. H.I. Hastings, and Mr. W. Lencucha. Representing the secondary ad hoc committee were Mr. J.W. James, Mr. W. Kruger, and Dr. P.A. Lamoureux.

The discussions focused on the kindergarten, elementary and secondary levels of education. The committee apparently saw some merit inidentifying goals for the kindergarten program along with those for the elementary and secondary schools, as it was agreed that a single statement of aims and objectives encompassing Kindergarten to Grade 12 should be developed. However, a number of problems were identified. They included: (1) communication of the intent of a statement of goals to a varied audience -- pupils, teachers, administrators, school trustees, parents; (2) the frame of reference for a joint committee on aims and objectives; (3) choosing between a statement of broad goals and a statement of specific objectives; and (4) the practice of schools and the public ignoring goal statements. In addition, a number of suggestions were made to guide the work of the joint committee. They included: (1) the goals should allow for differences among individuals, and among groups; (2) work on the K-12 statement should be delayed until the Worth Commission had reported; (3) the statement should emphasize both individual and societal needs; (4) the goals and objectives should give fairly specific direction for education; (5) the implications for program development should be identified; and (6) the latitude to be given local school systems should be examined.

Mr. James reported to the Secondary School Curriculum Board on June 1-2, 1972, that the meeting of representatives of the elementary and secondary committees had recommended that a small committee be established to develop a statement of aims and objectives for K-12 Alberta. On the basis of this advice, the Board approved a motion (SSCB, 1972:8):

> . . . that a small committee be set up to draw the two statements on aims and objectives (elementary and secondary) together, with a view to developing one statement of aims and objectives encompassing grades K to 12.

There is no record of similar approval by the Elementary SchoolCurriculum Board.

The final incident preceding the onset of activities to develop a single statement of goals for Kindergarten to Grade 12 occurred on June 16, 1972, when the report of the Commission on Educational Planning, A Choice of Futures (1972), was presented to the Provincial Government. Among the topics addressed in the report was the goals of education (Worth, 1972:45-49). The report focused first on guiding principles, and finally on the functions of different levels of education, including basic education. This part of the report was to become one of the major references in the determination of the Goals of Basic Education for Alberta (1978).

The Goals of Basic Education: 1972-1975

Initial progress on the development of a goal statement proceeded rapidly. The first meeting of the Joint Committee was held on November 2, 1972, under the chairmanship of Mr. M.S. Bruce, a superintendent of schools. The other members of the Committee were Dr. H.I. Hastings, Mr. G. Hawley, Mr. W.S. Lencucha, and Dr. E.A. Torgunrud from the Department of Education, Mr. W. Kruger, a school principal, and Mr. J.W. James and Mr. J.B. Moquin, superintendents. It was established at this meeting that the principal task of the Committee was to integrate the elementary and secondary statements into a single document on the aims and objectives of education. Although this appeared to be a simple task, the Committee was not united on what goals should be included. Neither did the members agree on for whom the statement was to be prepared. Rather than attempt to combine the statements themselves, the committee agreed that they should proceed by hiring an individual to prepare a statement.

With the assistance of Dr. R. Patterson, the Chairman of the Department of Educational Foundations, Faculty of Education, University of

Alberta, Dr. Torgunrud arranged for the services of Dr. A. Pearson and Dr. P. Miller, members of the Faculty, to prepare a statement on the aims and objectives of education. They moved very quickly to their task. At the November 24, 1972 meeting of the Committee, a draft outline of a paper was presented.

The writers were asked to distribute a rough draft of the paper prior to the next Committee meeting, scheduled for January 15, 1973. It was decided that a final draft should be available by late February, 1973. Dr. Torgunrud conveyed the progress of the Committee to the Curriculum Boards at their December, 1972, meetings.

A draft statement on the aims and objectives of education, prepared by Dr. Miller and Dr. Pearson, was presented at the January 15, 1973 meeting of the Committee. In addition to editorial comments on the paper, the disposition of the statement was discussed. Tabling the completed statement in the Legislature, and a review by educational interest groups were suggested as possibilities. To complete the task of preparing a draft, an ad hoc committee was formed to review and edit the first draft. The membership of the ad hoc committee included Mr. Bruce, Dr. Miller, Dr. Pearson and Dr. Torgunrud.

On February 1, 1973, Dr. Torgunrud forwarded copies of the revised position paper on the aims and objectives of education to the Committee members. He advised them that the next meeting would consider the revised paper, and would also examine directions for consideration of the document by Members of the Legislative Assembly, educational interest groups, and the general public.

At the February 12, 1973, meeting, in addition to an editorial review of the revised paper, the Committee made several key decisions. It was agreed that the title should be The Goals of Basic Education (Grades I-XII).

The Kindergarten level was deleted from application of the goals, as an Early Childhood Services (ECS) program was to be established by the Government. The ECS program was to have different instructional programs and different objectives from those of the elementary and secondary schools. The Committee also recommended that the final version be forwarded to the Minister. There was growing support for endorsement of the goals by the Legislature and there was some feeling that the Minister was particularly interested in the goal statement. In addition, the members were at liberty to distribute the paper to obtain personal reactions. Irrespective of these decisions, the Committee gave Dr. Torgunrud the authority to proceed with further actions at his discretion.

There had been little reaction by the Government to the Worth Report, and no indication of the Government's position on goals of education. However, on March 30, 1973, the Honourable Louis Hyndman, Minister of Education stated in the Legislative Assembly that the Government endorsed ". . . in principle the six goals of education set forth in the (Worth) report, but not necessarily to the exclusion of other goals (Alberta Hansard, 1973:1536)." It was the first public indication that the Government was to take direct interest in setting goals for education. However, Caucus rejected the goals of the Worth Report as too generalized, too liberal, disparaging of the work ethic, lacking an ethical base, and inconsistent with a Conservative Party educational philosophy heavily influenced by the business community.

The position paper, Goals of Basic Education (Grades I-XII) (Department of Education, 1973), prepared by the Joint Committee on the aims and objectives of education, was presented to the Elementary School Curriculum Board on May 31-June 1, 1973. The Board accepted in principle a final draft of the document.

The paper was also presented to the Secondary School Curriculum Board on June 6-7, 1973. The Board accepted the position paper in principle, and directed that a revised document be prepared for consideration by the Board at its fall meeting.

With the release of the Worth Report (1972) a substantial amount of the attention was diverted to an assessment of the goals stated in the Report and their implications. On September 30, 1973, following a review of the assessment of the Worth goals, the Directors' Council of the Department of Education endorsed in principle the goals stated in the Worth Report (1972). However, the Council was not prepared to accept the goals as suitable for a goal statement for education of students in Grades 1-12 in Alberta.

In his column, the Secretary Reports, in the ATA Magazine, the Executive Secretary of the Alberta Teachers' Association, Dr. B.T. Keeler, addressed the topic, The Purpose of Education. Dr. Keeler referred to the educational policy of the Association which placed the responsibility for setting the broad aims of education with society. Dr. Keeler reported that there was ". . . evidence that Alberta teachers, in general, endorse Worth's formulation (1973:37)."

Not until January of 1974 did development of the goal statement resume.

In January, 1974, letters of invitation to serve on an ad hoc committee to complete a statement of goals of basic education were sent to Mr. M.S. Bruce, Mr. L.W. Kruger, Dr. R. Plaxton, Dr. N. Kach, Mr. J.B. Moquin, and Dr. E.A. Torgunrud. Mr. Bruce was asked to serve as chairman.

The major tasks identified for the proposed committee were:

1. To reduce the first 17 pages of the position paper prepared by the previous committee by one-half to two-thirds.

2. To edit the paper in accordance with the changes suggested by the two curriculum boards.
3. To prepare a final draft by May 1, 1974 for consideration by the curriculum boards.
4. To make recommendations for development and preparation of a second document, as an extension of the position paper, which would identify specific goals of "schooling" distinct from goals of "education".

The committee met on March 1, 1974, under the chairmanship of Mr. Bruce. In addition to those invited to participate, Dr. Tolman and Mr. Johnson were present. The committee agreed that the function of the paper was "to provide a philosophical setting in broad general terms for basic education, (Joint Committee, 1974:2)." It was also agreed that another paper should be developed which would identify the specific primary and shared objectives of schools.

The Legislature appeared to move closer to participation in setting the goals of education. On April 8, 1974, the Minister of Education, the Honourable Louis Hyndman, filed, in the Legislature for the background information of the Members of the Legislative Assembly, a document entitled The Purpose of Education (CEA, 1973). The document was a summary of the answers made by Albertans to a Canadian Survey done in late 1973 by the Canadian Education Association on the subject of the goals and objectives of public education. Copies of the summary were subsequently distributed to the Members.

The draft of the final version of the position paper on the goals of education, prepared by the new committee, was presented to the Elementary

School Curriculum Board at its meeting on May 23-24, 1974 by Mr. Bruce. The Board recommended the document to the Minister of Education for approval.

Mr. Bruce also presented the draft of the final version of the position paper to the Secondary School Curriculum Board at its May 30-31, 1974 meeting. The Board approved the statement, and directed that the Minister be advised of the action of the Board.

On July 10, 1974, Dr. Torgunrud forwarded a memorandum to the Honourable Louis Hyndman, Minister of Education, indicating an intent to distribute copies of the statement, Goals of Basic Education, Grades 1-12, to every school in the province. In addition, Dr. Torgunrud indicated that all curriculum committees were to be asked to review course objectives in response to the statement. He recommended that the revised Programs of Study for 1975 include the goals statement.

On July 15, 1974, the Deputy Minister, Dr. Hawkesworth, was advised by Mr. Hyndman that he accepted the statement of goals in principle, and that he was arranging to have Cabinet and the Progressive Conservative Caucus react to the proposal. Mr. Hyndman also agreed that the revised Programs of Study include the statement of the Goals of Basic Education, Grades 1-12. However, he suggested that it be indicated that the statement had not been approved as yet by the Government. Mr. Hyndman advised that it was important that the statement receive detailed review as it would establish parameters for education for the next decade.

At the same time, Mr. Hyndman forwarded to each Cabinet Minister and Government Caucus Member a copy of the statement of Goals of Basic Education, Grades 1-12. He requested that the recipients recommend changes by September 1, 1974.

The Goals of Basic Education: 1975-1978

On February 14, 1975, the Legislature was disssolved and a provincial election was called by the Premier of Alberta, the Honourable Peter Lougheed. In the election of March 26, 1975, the Progressive Conservative Party was victorious, capturing all but seven seats in the Legislative Assembly. The Honourable Lou Hyndman was succeeded as Minister of Education by the Honourable Julian Koziak, the Member of the Legislative Assembly for Edmonton Strathcona. Education was Mr. Koziak's first Cabinet portfolio.

One of the early endeavours of the new Minister was to review the structure for curriculum policy-making in Alberta. The Government had concluded that the educational community was too influential in the direction in which education was moving. Educators were perceived to lack understanding of what the needs of society were generally, and what the public demanded of public education specifically. Mr. Koziak instructed the Department to have the Curriculum Boards consider their future.

On May 29, 1975, the Elementary and Secondary Curriculum Boards held a joint meeting. The purpose of the meeting was to discuss the formation of a single board responsible for advising the Minister of Education with respect to curriculum matters. A motion was approved to establish such a board responsible for all curriculum matters from ECS to Grade 12. The major issue, vigorously debated but not resolved, was the membership on the new board.

The Government was less reluctant to address membership. It believed that greater participation in policy development was required from representatives of non-educator groups. The Government also wanted to become involved more directly in educational policy-making. On September 16, 1976, the Minister, announced the establishment of the new Curriculum Policies

Board. The membership included representatives of the Alberta Department of Education, the Alberta Teachers' Association, the Alberta School Trustees' Association, the universities of Alberta and Calgary, a Member of the Legislative Assembly who was on the Government Caucus Committee on Education, the Superintendents' Association, Unifarm, the Chamber of Commerce, Home and School Association, practising educators, and representatives of the public.

The purpose of the Board was to recommend policies to the Minister of Education related to curriculum procedures and programming for Grades 1-12 in Alberta. One of the specific policy areas for which the Board was to be responsible was recommendations concerning the goals of education for children in Grades 1-12.

Early indication of the direction that the debate on the goals of education was to take was recorded in the newspapers. In the Calgary Herald, on May 5, 1975, columnist Bunny Wright criticized the "all-embracing" goals of education. Wright, the mother of two school age children, had a keen interest in education. She had spent several hours interviewing Dr. Torgunrud before writing the article. Much of what she wrote reflected information obtained in the interview.

The article referred to studies, one by the University of Alberta, that suggested that more of the responsibility for education should be assigned beyond the schools. Wright blamed the public for the excessive demands on the school system. She supported the position of Alberta Teachers' Association that teachers could not do all the responsibilities that were assigned to schools. Wright suggested that reducing teachers' responsibilities would be preferable to the costs associated with hiring more teachers.

That the issue of the goals of education was not dead and the

Legislature intended to play a key role in their determination were revealed in the Legislative Assembly debates. On April 29, 1976, Mr. Frank Appleby, MLA for Athabasca, and a former teacher, proposed the following motion in the Legislative Assembly (Hansard, 1976:955):

> Be it resolved that the Government of Alberta give consideration to establishing the basic goals of education in this province and also to setting up educational priorities in relation to these goals.

Four Members of the Legislative Assembly spoke on the issue, Mr. Appleby, Mr. Diachuk, Mr. Topolnisky and the Leader of the Opposition, Mr. R. Clark. The speakers concluded that the Interim Edition, Goals of Basic Education, Grades 1-12, represented a return to an emphasis on basics in education. They had a common view that the basics included reading and writing, or communicating as they were often described, values, the ability to cope with a changing world, and mathematics. The speakers also supported the position that the school should not try to be everything to everybody, and that the school, home and community, including the church, should work together for the education of children. They advocated the government providing leadership and direction in education by establishing the goals of education. The debate was seen by Mr. Clark as timely in view of the establishment of the Curriculum Policies Board, which could aid the Legislature in this task.

The newspapers continued to support the re-examination of the goals. In an article in the Edmonton Journal on May 12, 1976, Richard Gwyn commented on the lack of direction in Canadian education. He concluded that the public had recognized now that the high cost of education had not produced comparable results. He inferred that the Government lack of attention to education was the reason for the gap between high cost and low standards. He suggested that it was time for the Government to identify directions.

At the first meeting of the Curriculum Policies Board, September 28-29, 1976, the Minister of Education, the Honourable Julian Koziak, suggested that the criticism of education standards indicated that times had changed. He inferred that the Board should consider changes to the goal statement to be one of its major priorities.

A discussion of the goals of education was on the agenda. The chairman, Dr. Torgunrud, indicated that the Department of Education had recommended to the Minister that the Interim statement be made permanent for a period of five to ten years. The Minister had not indicated any timelines for action on the statement, but the chairman invited the Board to consider a May or June, 1977, timeline for recommendations to Mr. Koziak.

The interim statement of goals was reviewed at the meeting. However, the Board concluded that further consideration of the goals should be deferred until the members were more familiar with the curriculum for Alberta schools.

The matter arose again at the December 16-17, 1976, meeting. Mr. Ron Tesolin, MLA and chairman of the Caucus Education Committee, expressed two concerns related to the goals of education: first, that the goals of education should be "comprehensible" to all people; and second, that the goal statement should not be too broad, nor should it attempt to include everything.

At the opening of the spring, 1977, session of the Legislature, the Government served notice that establishment of the goals of education was to be a priority. Directors' Council of the Department of Education had recommended that this be included as a Government priority. The Curriculum Branch was concerned that unless the Government established this as a most important task, the Curriculum Policies Board would revert to the practice of its predecessor boards and spend its time on discussing the details of curricula rather than curriculum policy. Dr. Torgunrud, Dr. Hrabi and Dr. Hawkesworth agreed to recommend that the Government establish the goals as a priority and instruct the Board to prepare a recommendation for goals of basic education.

On February 24, 1977, the Honourable Ralph G. Steinhauer, Lieutenant-Governor of Alberta, in Speech from the Throne, (Hansard, February 24, 1977), stated that one of the five priorities for the Government was:

> . . . to reassess the goals and objectives of our basic education system and to consider the desirability of providing greater emphasis on the acquisition of knowledge and skills.

During the debate on the Speech from the Throne, a number of members of the Legislative Assembly, including the Minister of Education, the Honourable Julian Koziak, and the Leader of the Opposition, Robert Clark, expressed their support for the consideration of the goals of education by the Legislature. The nine Members who spoke to the matter supported the intention implied in the Throne Speech that the goals of education should place more emphasis on basics in education.

Mr. Koziak drew the attention of the Members to the Order Paper where he had placed a notice of motion for a debate on the goals and objectives of education. Mr. Koziak encouraged the Members to participate in the debate in a well-informed, constructive fashion. He indicated that the newly formed Curriculum Policies Board had met five times, and that the Board would also be studying the goals and objectives of education.

At the sixth meeting of the Curriculum Policies Board, on March 7-8, 1977, the chairman, Dr. Torgunrud, distributed copies of a letter from the Minister of Education concerning action on the goals of basic education. The letter stated (CPB, 1977:1-2):

> . . . please bring to the attention of the board the following extracts from the speech from the Throne of Thursday, February 24, 1977. The extracts identify and enlarge upon, the first of five specific priorities of the Government of Alberta for the spring and fall sittings of the Legislature.
>
> That first priority was:
>
> "To reassess the goals or purposes of our basic education system and to consider the desirability of providing greater emphasis upon the acquisition of knowledge and skills."
>
> The enlargement upon that priority in education reads:
>
> "Working with school boards and educators throughout the province my Government will ensure the continued provision of high quality education for over four hundred thousand school children in Alberta. There will be a reassessment of the goals and objectives of our basic education system and the priorities that should be given to certain goals and objectives. A shift in emphasis to basic skills may be indicated. Recommendations from members of the assembly, the Curriculum Policies Board, the general public and interested groups will be welcomed."
>
> In your preparation of recommendations regarding this important matter there are at least two matters about which your assessment would be appreciated. In doing so, please consider the recommendations made by other interest groups, for example, the ASTA. The items of particular interest are:
>
> (1) The clarity and communicability of the statement.
> (2) The feasibility of the school achieving, and the priorities among, the stated goals.
>
> In light of the anticipated discussion in the spring and fall sittings of the Legislature, with regard to this matter, I would appreciate if the board would place high priority on this as an agenda item and forward its recommendations by June 30, 1977.

The Board held a preliminary discussion on the goals of basic education. Most of the discussion focused on Alberta Education and Diploma Requirements (Harder, 1977), or the Harder paper as it was known, and its relationship to a statement of the goals of basic education. The Board was advised that the paper was intended to be a catalyst for discussion on the goals of education and their relationship to programming standards and the evaluation of student achievement. The Board members were encouraged to seek limited reaction to the paper, but they were to emphasize its status as a position paper.

The Curriculum Branch was given the responsibility to provide alternative goal statements. The Board also requested that alternatives for prioritizing goals be prepared for consideration at the May board meeting.

In the midst of the debate in the Legislature on the goals of education and consideration of goals by the Curriculum Policies Board on March 28, 1977 the Provincial Executive Council of the Alberta Teachers' Association presented a draft position paper, Basic Education (1977), to the Annual Representative Assembly of the Association.

The paper presented a definition of basic education, discussed the roles of society, schools, teachers, and students in education and addressed curriculum and content. The paper also presented the background to the back to the basics movement, including a discussion of concerns, their remedies and their implications. The paper acknowledged that the assessment of implications of the back to the basics movement contained some subjective judgments.

The Association appeared to support the intention of the Government to establish the goals of education. The ATA stated (1977:2):

> It is the responsibility of society to set the broad aims of education. The government of the province, through its agencies, should translate these aims into specific objectives and define the skills and knowledge required to develop self-reliance and responsible participation in society. Alberta Education should designate those objectives to be included in common education for all and ensure their incorporation into locally designed programs.

The Curriculum Policies Board resumed consideration of the goals of basic education at the May 5-6, 1977, meeting of the Board. The Board agreed to the proposal by Dr. Torgunrud that a subcommittee of the Board prepare a draft white paper on the goals of basic education for presentation to the Board at a special meeting to be scheduled in August, 1977. Dr. Torgunrud suggested that the time frame for recommendations that had been suggested by the Minister be extended, and agreed to recommend an August 15, 1977, timeline. Scheduling and holding of meetings of the subcommittee were left to the discretion of the Chairman and executive secretary. The members of the subcommittee were: Mrs. Craigie, chairman, Dr. Torgunrud, Mr. Romanko, Mrs. Milner and Dr. Berry.

On May 16, 1977, the Minister of Education moved the following resolution in the Legislature (Hansard, 1977:1343):

> Be it resolved that this Legislature assess the goals and objectives for elementary and secondary education, and consider the priorities to be attributed to these goals and objectives.

In his introduction to the debate, the Minister addressed four areas: (1) why a statement of goals was needed; (2) changes in goal statements over the years; (3) the influences leading to the development of the Interim Statement; and (4) the issues facing the Legislature in its consideration of the goals of education. He identified the basics of education and priorities in education for the future as the most important issues. The Minister reiterated the importance of the task facing the Legislature.

Among the Members of the Legislative Assembly who spoke to the motion were Robert Clark, Leader of the Opposition and a former Minister of Education with the Social Credit Government, and Grant Notley, the lone New Democratic Party Member of the Legislature. Both the Government and opposition members supported the resolution.

The three major daily newspapers in Alberta, the Edmonton Journal, the Calgary Herald and the Calgary Albertan, reported the debate on the Minister's motion to assess the goals of education. The articles reported that there was a trend to support the "back to the basics" movement. However, it was also reported that there was a lack of agreement on where educational priorities should be.

The Calgary Herald, in an editorial on May 19, 1977, welcomed the debate as an opportunity to clarify confusion on how the goals could be achieved. On May 30, 1977 a column in the Herald by Ralph Miller, a University of Calgary professor, cautioned against stating goals in broad general terms which impose unrealistic expectations on schools. Miller suggested that the substance of changes would be reflected in educational programs and teaching, not in the restatement of accepted goals.

The May, 1977 ATA Magazine contained an editorial on the debate on the goals of basic education in the Legislature. The writer, T.W. McConaghy, emphasized that teachers should speak out in the classroom on the issues, and that the emphasis in the goals should be on citizenship.

In an unusual development, on June 27, 1977, Dr. Torgunrud was directed by senior Department officials to contact the news media for preparation of a capsule summary of the goals. The Department had been reminded by the Minister that the Government considered the Interim Statement to be encumbered by too much educational jargon. The first draft of a new statement prepared for the Curriculum Policies Board was not considered to be an improvement in this regard. The Government considered language to be of critical importance if the statement was to serve its purpose as a public document.

Shortly thereafter, the Progressive Conservative Party Caucus Education Committee began to take a more direct interest in the determination of the goals of basic education. At the request of Ron Tesolin, on July 11, 1977, Dr. Torgunrud, assisted by Dr. J. Kulba, Director of School Buildings, briefed the Committee on development of the goals.

The goals of basic education paper was the major agenda item at the eighth meeting of the Curriculum Policies Board on August 5, 1977. All of the members of the Board were present, as well as Dr. Hawkesworth, the Deputy Minister of Education. A summary of the activities of the subcommittee was presented. The Executive Secretary, W. Romanko, had prepared an initial draft of a white paper on the goals. Then the subcommittee had retained a journalist to prepare a revised version, which was included in the August prospectus as the second draft.

Also distributed at the meeting was a letter from John Curran to Lois Milner expressing some of his thoughts concerning the preparation of the statement of goals. A copy of a letter from Mr. F.L. Lorscheider to the Premier expressing his criticisms of the educational system in Alberta and recommendations for change was also distributed. Both letters advocated an emphasis on the 'basics' in education.

Rather than the second draft, the third draft of a position paper on the goals of basic education, prepared by Mr. Romanko, was considered by the Board. Each member was given an opportunity to respond to the document. Most Board members were pleased that the document was more readable. A minority of members voiced general criticisms, but in general the statement was found to be acceptable.

A detailed analysis of the document was begun, but time expired before a complete review could be accomplished. The Board directed the subcommittee to complete the review, and to develop a further draft to be distributed to the Board members for reaction.

The subcommittee met on August 8, 1977 to complete the review of the third draft of the goals statement. A fourth draft, a review guide, a draft transmittal letter to the Minister, and a motion for adoption of the fourth draft in principle, were sent to the Board members following the meeting.

The motion, to approve in principle the white paper on goals of basic education and to forward it to the Minister, was approved by 14 of the 16 members of the Board. One board member, Mr. J. Curran, gave a qualified approval; he supported the Introduction and the Goals of Schooling only. Mr. R. Chapman opposed the motion. Both members indicated that their reasons for lack of support would be put in letters to the Minister. On September 2, 1977, Dr. Torgunrud submitted the proposed statement, Goals of Basic Education for Alberta (Appendix C) to the Minister, the Honourable Mr. Koziak.

On September 7, 1977, the Alberta Teachers' Association made a submission to the Executive Council of the Alberta Government. The presentation included a definition of basic education, identification of a need to reduce the responsibilities of schools, and rejection of the idea that student achievement had declined. It was the position of the Association that student discipline and low teacher morale were the major educational problems (Provincial Executive Council, 1977).

Also in September, the Premier addressed the 1977 Conference of the Canadian Education Association on the topic "Priorities in a Changing Society (1977:42)." A major focus of his address was the debate on the quality of education. Mr. Lougheed stressed that the schools were not to be responsible for everything in educating children, and that parents and society had to accept some responsibility. The Premier indicated to the delegates that in a public debate in the Legislature, Alberta was directly addressing the goals and objectives of education.

The Curriculum Policies Board proposal, Goals of Basic Education for Alberta, was released to the public by the Minister on October 4, 1977.

In a column by Brian Butters, the Edmonton Journal emphasized that the statement represented a separation of schooling from the broader education of children. A Calgary Herald editorial on October 5, 1977, also highlighted the separation of schooling and education, and stated that the goals represented a return to an emphasis on basics in education. The Herald acknowledged the importance of the document as a basis for the Legislature to debate the goals of education.

The Calgary Albertan, in an October 6, 1977, editorial, supported the identification of the more limited role of the school within a broader context of goals for education. However, the writer suggested that the real challenge was to improve goal achievement rather than to limit goals.

An Edmonton Journal editorial on October 6, 1977, made reference to both the address of the Premier to CEA, and to the Curriculum Policies Board proposal. The editorial commented that both statements reflected an emphasis on the three R's, and on increased responsibility of parents, communities and churches for educating children.

On October 7, 1977, the Calgary Herald printed the text of the statement on goals. A Herald column by Dan Smith, on October 13, 1977, reflected on apparent apprehension by educators as to how the legislators might view the statement of goals, and whether they might attempt to identify priorities. Smith reported that educators were both for and against setting priorities among the goals. The article reflected the continuing perception that the statement reflected a "back to the basics" move.

The debate on the motion of May 16, 1977, resumed in the fall session of the Legislature, on November 8-9, 1977. Thirteen Members of the Legislative Assembly spoke in the debate.

The Members were generally supportive of the distinction between goals of schooling and goals of education. They emphasized the importance of basics in education and tended to place a definition on "basic" that went beyond the three "R's". All of the members had discussed the subject with constituents, friends, and relatives, and reported support for the initiative of the Government. On November 9, 1977, the Legislature voted in favour of the motion of the Minister to have the Legislature approve a statement of goals.

On November 14, 1977, Directors' Council was advised that with the conclusion of the debate in the Legislature on the goals and objectives of education, and public response to the Curriculum Policies Board proposal for the goals of basic education, a revised statement was to be prepared by the Department. This statement was to be submitted to the Minister by the end of the calendar year. The statement was to be accompanied by the identification of the implications of the goals.

The tasks were referred to the Curriculum, Instruction, and Evaluation Committee of Directors' Council. A special meeting of Directors' Council was scheduled for December 19, 1977, to review the revised document and the attendant recommendations of the committee.

Special meetings of Directors' Council were held on December 19 and 24, 1977, to consider a proposed official statement of goals of education for Alberta. Two alternative statements were considered: (1) the position paper, the Goals of Basic Education for Alberta, prepared by the Curriculum Policies Board; and (2) a statement prepared by the Curriculum, Instruction and

Evaluation Committee of Directors' Council (Appendix D). Directors' Council recommended that the alternatives be forwarded to the Minister for consideration by Cabinet.

On January 9, 1977, Directors' Council was advised that the Minister had requested the Department to identify the strengths and weaknesses of the position paper prepared by the Curriculum Policies Board. The Minister wished to review this assessment before considering any other alternative goal statement. On January 23, 1978, an assessment of the Curriculum Policies Board statement was presented to Directors' Council. The assessment included a statement of advantages, disadvantages, implications, reactions to the goal statement, and Alberta programming and goal preferences.

In the November, 1977, the ATA had responded to the Curriculum Policies Board proposal. Both the Executive Secretary, Dr. B.T. Keeler, and the ATA President, K.M. Kryzanowski, commented on the ongoing debate on the goals of basic education. Mr. Kryzanowski considered the statement superior to previous statements (Kryzanowski, 1977:40).

On April 3, 1978, the Minister of Education, Mr. Koziak tabled a statement, The Goals of Basic Education for Alberta (Appendix E), in the Legislative Assembly. He gave notice that a motion would be introduced to approve the goals. He advised the Members that the statement was essentially the same as the one released in the fall.

The tabling of the goals statement in the Legislative Assembly was reported by Alberta's four major daily newspapers (Edmonton's Journal and Sun, and Calgary's Albertan and Herald) on April 4 and 5, 1978. The reports consistently identified several themes: the action by the Legislature to approve the goal statement -- a responsibility previously left to the Department of Education; the separation of the goals of schooling from the goals of education;

an increased emphasis on and redefinition of basics; emphasis on the shared role for the education of children between schools and the community; and, the implications of the goals for curriculum. The Calgary Herald, on April 20, 1978, gave the goal statement front page reporting.

On May 11, 1978, the Minister made the following motion in the Legislative Assembly (Hansard, 1978:1179):

> Be it resolved that the Goals of Basic Education for Alberta, tabled in this Assembly by the Minister of Education on Monday, April 3, 1978, as Sessional Paper 99/78, be approved.

In beginning the debate, Mr. Koziak listed the six goals of schooling and the ten goals of education. He emphasized the importance of this undertaking of the Assembly, and the priority that the action on the motion had for the future of Alberta students. He acknowledged that the statement did not refer to priorities among the goals. At the same time, however, the Minister pointed to the significance of the statement of goals of schooling and what that had to say about the priorities of schools in the education of students. In concluding his remarks, Mr. Koziak emphasized the importance of the teacher in the success of the implementation of the goals, and in any consequent changes in programs.

In addition to Mr. Koziak, seven MLAs participated in the debate on the resolution. Among the speakers were the Premier of Alberta, the Honourable Peter Lougheed, the Leader of the Opposition, Robert Clark, and Grant Notley, the NDP member.

A motion on May 11, 1978, made by Mr. Clark, to alter the goals statement to include the teaching of problem analysis and decision-making, was defeated. Premier Lougheed spoke to the amendment and argued that the proposed statement already provided for it.

Mr. Koziak concluded the debate on the motion. He responded to some of the concerns of members with the language or inclusiveness of the goals. He also responded to concerns of the opposition that by stating that the goals of education were a shared responsibility, no one would take responsibility. The Minister re-emphasized that parents and communities must take the responsibility and that the school could help. Finally, Mr. Koziak thanked the Premier and the Members for their contributions and participation over the course of the determination of the goals, and urged their support for the motion.

The motion was approved by the Legislative Assembly on May 15, 1978.

Only a Calgary Herald report on May 16, 1978, and the May 22, 1978, edition of the ATA News reported the approval of the Goals of Basic Education for Alberta by the Legislature.

Summary

This chapter presented a chronology of the incidents in the determination of the Goals of Basic Education for Alberta (1978). The background to the event in the years preceding 1972 was described. The principal incidents in the two phases of the event, 1972-1975 and 1975-1978 were described. The proposals prepared by the committees and boards, and the decisions of the Government with respect to the proposals were identified.

CHAPTER 5

DETERMINATION OF THE GOALS OF BASIC EDUCATION FOR ALBERTA: ANALYSIS AND INTERPRETATION

An Overview of Chapter 5

This chapter describes the interaction of the participants in the determination of the Goals of Basic Education for Alberta (1978). The chapter is organized in five parts.

Part one identifies the participating organizations and their representatives. Part two describes the committees and boards on which the participants served, the terms of reference of these structures, and when they operated during the event.

Part three describes the process by which the issues were defined. The procedures for identification of the major issues are described, and the major issues are stated. The positions taken by the participants with respect to the major issues are identified.

Part four describes the process by which proposals for the Goals of Basic Education for Alberta were developed. The strategies employed by the participants are described, and the information used by the participants in the development of the proposals is identified.

Part five describes the process by which the choice was made among the proposals. The positions emphasized by the legislators and their decision are described.

The chapter concludes with a summary.

Participants

This part identifies the organizations and persons who participated in the determination of the Goals of Basic Education for Alberta. The most influential organizations are described briefly, and other participating organizations are identified. The most influential key participants are identified and their involvement in the event is described; other persons who participated are also identified. The boards and committees referred to in this section are those that were directly involved in the determination of the statement of the Goals of Basic Education for Alberta. From the participant survey, those persons and organizations most frequently identified as key participants were classed as influential key participants; those less frequently identified were classed as key participants. The remainder were categorized as participants.

The Legislative Assembly of Alberta

The Honourable Julian Koziak, Minister of Education from 1975 to 1979, was identified as the most influential key participant among the Members of the Legislative Assembly. Mr. Koziak, a lawyer, was first elected to the Alberta Legislature in the general election of 1971, and re-elected in 1975, as the member of the Progressive Conservative Party of Alberta for Edmonton Strathcona constituency.

Mr. Ronald Tesolin was identified as the second most influential participant among the Members of the Legislative Assembly. Mr. Tesolin, a teacher, was first elected to the Alberta Legislature in the general election of 1975, as the member of the Progressive Conservative Party of Alberta for

Lac La Biche constituency. Mr. Tesolin was Chairman of the Caucus Education Committee during the time that he was a member of the Curriculum Policies Board from 1976 to 1978.

The Honourable Louis Hyndman, Minister of Education from 1971 to 1975, and Minister of Federal and Intergovernmental Affairs and Government House Leader from 1975 to 1979, was identified as an influential key participant. Mr. Hyndman, a lawyer, was first elected to the Alberta Legislature in the general election of 1967, and re-elected in 1971 and 1975 as the member of the Progressive Conservative Party of Alberta for the Edmonton Glenora constituency. He was Chairman of the Cabinet Committee on Social Planning and a member of the Cabinet Priorities Committee at the time when the Goals of Basic Education for Alberta were approved by the Legislature.

The Honourable Dr. E.A. Hohol, Minister of Manpower and Labour, from 1971 to 1975, and Minister of Advanced Education and Manpower from 1975 to 1979, was identified as an influential key participant. Dr. Hohol, a teacher, was first elected to the Alberta Legislature in the general election of 1971 and re-elected in 1975, as the member of the Progressive Party of Alberta for the Edmonton Belmont constituency.

David King was identified as an influential key participant. Mr. King was first elected in the general election of 1971 and re-elected in 1975, as the member of the Progressive Conservative Party of Alberta for the Edmonton Highlands constituency. He went on to become Minister of Education after being re-elected in 1979.

The Honourable Roy Farran, Minister of Telephones and Utilities from 1973 to 1975, and Solicitor General from 1975 to 1979, was also identified as an influential key participant. Mr. Farran, a former Calgary City Alderman, was first elected to the Alberta Legislature in the general election of 1971, and re-elected in 1975, as the member of the Progressive Conservative Party of Alberta for the Calgary North Hill constituency.

Identified as key participants were: Mr. Frank Appleby, M.L.A., 1971-1975; the Honourable Robert Bogle, Minister Without Portfolio, 1975-1979; the Honourable James Foster, Minister of Advanced Education, 1971-1975, and Attorney General, 1975-1979; Mr. John Gogo, M.L.A., 1975-1979; the Honourable Helen Hunley, Minister Without Portfolio, 1971-1973, Solicitor General, 1973-1975, the Minister of Social Services and Community Health, 1975-1979; the Honourable Dick Johnston, Minister of Municipal Affairs, 1975-1979; the Honourable Peter Lougheed, Premier of Alberta, 1971-1979; the Honourable George Topolnisky, Minister Without Portfolio, 1971-1975, M.L.A., 1975-1979; the Honourable Allan Warrack, Minister of Lands and Forests, 1971-1975, and Minister of Utilities and Telephones, 1975-1979.

The following Members of the Legislative Assembly, identified as participants, contributed in debates on the motion to adopt the Goals of Basic Education for Alberta: John Batiuk, Dr. Walter Buck, Tom Chambers, Catherine Chichak, Robert Clark, William Cookson, Bill Diachuk, James Horsman, William Hyland, Frederick Kidd, John Kushner, Andrew Little, Eric Musgreave, Grant Notley, Kenneth Paproski, Raymond Speaker, Gordon Stromberg, Gordon Taylor, Neil Webber, and George Wolstenholme.

The Alberta Department of Education

The Alberta Department of Education was identified as the most influential group in the determination of the Goals of Basic Education for Alberta. It was the Department of the Provincial government responsible for the administration of Grades One to Twelve education in Alberta. It was administered by a Deputy Minister, two associate deputy ministers and by branch directors. The senior decision-making body of the Department was Directors' Council. The Council was chaired by the Deputy Minister, and included among its membership the two associate deputy ministers and the branch directors.

Personnel from two branches were directly involved in the determination of the statement, the Curriculum Branch and the Field Services Branch, both of which were included in the Instructional Services Division. The Curriculum Branch was staffed by a Director and several associate directors, each of whom was responsible for one or more curriculum program areas. The branch was responsible for the development and dissemination of the programs of study for Alberta schools. The Field Services Branch was administered by a Director, two associate directors and five regional office coordinators. The staff of the regional offices, some of whom had been provincial superintendents of schools, provided consultative services to schools and assisted the Curriculum Branch in the development of curricula.

Dr. J.S. Hrabi, Associate Deputy Minister, Instructional Services Division, was identified as the most influential key participant from the Department, and among the participants from all participating organizations. Dr. Hrabi had been a provincial superintendent of schools, a high school inspector, and Director of Curriculum prior to being appointed Associate Deputy Minister in 1971. From 1968 to 1975 he was first chairman, and then, as associate deputy minister, a member of the Elementary and Secondary School Curriculum Boards. He was a member of the Curriculum Policies Board from 1976 to 1978.

Dr. E.A. Torgunrud, Director of Curriculum, was identified as the second most influential key participant from the Department, and also among the participants from all participating organizations. Dr. Torgunrud had been a provincial superintendent of schools and an associate director of curriculum. He was appointed Director in 1971. From 1968 to 1971 he was a member, and from 1971 to 1975 was chairman of both the Elementary and Secondary School Curriculum Boards. He was a member of the Committee on the Aims and Objectives of Education from 1972 to 1974. He was chairman of the Curriculum Policies Board from 1976 to 1978.

Dr. E.K. Hawkesworth, Deputy Minister of Education, was identified as the third most influential key participant from the Department and among all participants from the participating organizations. Prior to being appointed Deputy Minister in 1971, Dr. Hawkesworth had been a school principal, a school superintendent, a high school inspector, Director of Field Services, and Associate Deputy Minister of Education.

Mr. W. Romanko, Executive Secretary for the Curriculum Policies Board from 1977 to 1978, was also identified as an influential key participant from the Department and among all participants from the participating organizations.

Identified as key participants from the Department were: Dr. J.D. Harder, Associate Director of Curriculum; and a member of the Elementary School Curriculum Board from 1973 to 1975; Dr. S.N. Odynak, Associate Deputy Minister, and a member of both the Elementary and Secondary School Curriculum Boards from 1968 to 1975; Dr. E.J.M. Church, Director of Special Education Services, and a member of both curriculum boards from 1968 to 1975; Dr. P.A. Lamoureux, Associate Director of Curriculum, and a member of both the curriculum boards from 1968 to 1975, and a member of the Committee on the Aims and Objectives of Education in

1972; Dr. M.F. Thornton, Associate Director of Curriculum, and a member of both curriculum boards from 1973 to 1975.

The other members of the Department who served on the boards or committees and participated in the event were: Mr. M.A. Adamson, Mr. N.J. Andruski, Dr. J.A. Bacon, Dr. R.E. Blumell, Dr. B. Brunner, Mr. A.A. Day, Dr. W.R. Duke, Mr. C. Emard, Mr. E.M. Erickson, Mr. O. Fadum, Mr. J. Flaherty, Mr. B. Gommeringer, Dr. H.I. Hastings, Mr. G.D. Hawley, Mr. A.E. Kunst, Mr. W. Lazaruk, Mr. W.S. Lencucha, Mr. R. Marrinier, Mrs. E. McCardle, Miss A.B. McFarlane, Mr. K.E. McKenna, Miss L. Milne, Mr. R.A. Morton, Mr. J.B. Moquin, Mr. K.D. Nixon, Mr. E. Olstad, Mr. K.L. Peterson, Mr. C. Pyrch, Mr. J. Pauls, Mr. F.O. Schreiber, Dr. H.G. Sherk, Dr. B.L. Stringham, Mr. L. Symyrozum, Mr. H. Toews, Mr. L. Tolman, Mr. M.R. Treasure, Mr. C.M. Ward, and Mr. W.T. Worbets.

The Alberta Teachers' Association

The ATA was identified as the second most influential participating organization. The ATA was the professional organization for teachers employed by school boards in Alberta. It was governed by a Provincial Executive Council elected by ballot by a system of districting. The ATA was administered by an Executive Secretary and a staff of executive assistants, most of whom were qualified teachers and former school administrators.

Mr. H. Jonson, vice-principal of Ponoka Composite High School, was identified as the most influential representative of the ATA. Mr. Jonson, the Past President of the ATA, was a member of Curriculum Policies Board from 1977 to 1978. Mr. W.I. Miller, a teacher from the County of Parkland, was identified as the second most influential representative of the ATA. An

Edmonton District Representative on the Provincial Executive Council of the ATA, Mr. Miller was a member of the Secondary School Curriculum Board from 1971 to 1975.

Representatives of the ATA who were identified as key participants included: Miss P.M. English, a teacher and Calgary City District representative on the Provincial Executive Council, who was a member of the Secondary School Curriculum Board from 1971 to 1973; Dr. B.T. Keeler, Executive-Secretary of the ATA; Mr. J. Woloschuk, a teacher and Calgary City District representative on the Provincial Executive Council, who was a member of the Curriculum Policies Board from 1976 to 1977. Two other teachers were appointed to the Curriculum Policies Board to represent teachers at large but not the ATA: Mrs. D. Brilz, a teacher from Medicine Hat, served from 1976 to 1978; Mr. H. Weissenborn, a teacher from Sherwood Park, served from 1976 to 1977.

The other representatives of the ATA, or of teachers at large, who served on boards or committees included: Mr. Eugene Balay, Mr. L.P. Cluff, Mr. L. Lapointe, Mr. J.G. Mahoney, Mrs. J.M. Martin, Dr. A.E. McLean, Sister Mary Phillips, Miss A. Romaniuk, Mr. K.P. Sterling, Mr. H. Sweeney, Mr. S. Van Eaton, and Mr. G.C. Windsor.

The Alberta School Trustees' Association

The ASTA was identified as the third most influential participating organization. The ASTA was the provincial association of locally elected school boards in Alberta. A provincial executive, elected at the annual convention of The ASTA, directed the affairs of the association and represented the collective opinions of school boards to the Government. School boards also made representations to the Government independently. The ASTA was served by an executive-director and a small staff of professionals.

Mrs. F. Craigie, a school trustee from the City of Red Deer, was identified as the most influential representative of the ASTA. Mrs. Craigie was a member of the Curriculum Policies Board from 1976 to 1978. Two other representatives of the ASTA were also identified as key participants: Mr. S.G. Maertz, Executive-Director of the ASTA, was a member of both curriculum boards from 1973 to 1974; Mr. S. Schwetz, a school trustee, was a member of the Elementary School Curriculum Board from 1972 to 1974. The other representatives of the ASTA who served on the boards or committees were: Mrs. J. MacDonald, Mr. D. Nisson, Mr. C. Rea, and Mr. E.G. Wahlstrom.

The Alberta Federation of Home and School Associations

The AFHSA was the provincial organization representing locally established home and school associations. Not all communities or schools in the province had local associations. The AFHSA was governed by a president and an executive and were elected at an annual general meeting. The AFHSA maintained a part-time administration office in Calgary which was staffed by volunteers.

None of the AFHSA representatives on boards or committees were identified as key participants. Mr. A.E. Koch, a parent from Edmonton, represented the AFHSA on the Secondary School Curriculum Board from 1972 to 1975. Mrs. B.J. Strang, a parent, represented the AFHSA on the Elementary School Curriculum Board from 1972 to 1974; Mrs. D. Christie, from Trochu, replaced Mrs. Strang in 1975.

The University of Alberta

The University of Alberta was identified as a key participating organization. Dr. G.L. Berry, Chairman of the Department of Secondary Education, was identified as the most influential key participant. Dr. Berry was a member of the Curriculum Policies Board from 1976 to 1978. He had been a member of the Secondary School Curriculum Board prior to 1972. Dr. P. Miller, a professor in the Department of Educational Foundations, was also identified as a key participant. Dr. Miller was co-author of the paper on the Goals of Education prepared in 1973 for the Committee on the Aims and Objectives of Education.

The other representatives of the U. of A. who served on the boards and committees included: Dr. Ian Campbell, Dr. S.G. Davis, Dr. N. Kach, Dr. Gordon McIntosh, Dr. A. Pearson (co-author of the 1973 paper on the Goals of Education), Mr. N.M. Purvis, and Dr. J. Shaw.

The Chamber of Commerce

The Chamber of Commerce was identified as a key participating organization. Mr. R.W. Chapman, President of the Chamber of Commerce, was identified as a key participant. He served on the Curriculum Policies Board from 1976 to 1978.

The Conference of Alberta School Superintendents

CASS was identified as a key participating organization. Dr. R. Plaxton, Superintendent of Schools for Lethbridge Public School District, was identified as the most influential member of CASS who served on the boards or committees: Dr. Plaxton was a member of the Committee on the Aims and Objectives of Education in 1974. Identified as key participants were: Mr. M.S. Bruce, Superintendent of Schools for the County of Beaver, served as Chairman of the Joint Committee on the Aims and Objectives of Education from 1972 to 1974; Mr. D. Taylor, Superintendent of Schools for the Grande Prairie Public School District, was a member of the Elementary School Curriculum Board from 1972 to 1973; Mr. K. Wagner, Deputy Superintendent for the Grande Prairie Public School District, was a member of the Curriculum Policies Board from 1976 to 1978. Mr. J.B. Moquin, Superintendent of Schools for the Bonnyville Public School District, participated as a member of the Committee on the Aims and Objectives of Education from 1972 to 1974.

The Calgary and Edmonton School Districts

Representatives of the Calgary and Edmonton public school districts served on the boards and committees involved in the event. These two districts were the largest in the province. Mr. J.W. James, Superintendent of Secondary Education for the Calgary Public School District, identified as the most influential key participant from these districts, was a member of the Secondary School Curriculum Board from 1968 to 1973, and a member of the Committee on the Aims and Objectives of Education from 1972 to 1973. Prior to 1972 he was chairman of the subcommittee on the aims and objectives of secondary schools. Dr. B.K. Johnson, Coordinator of Curriculum Services for the Calgary Public School District, also identified as a key participant, was a member of both the Elementary and Secondary school curriculum boards from 1973 to 1975.

The other representatives of these districts that served on the boards and committees included: Mr. G. Fowler, Calgary Public School District; Mr. C. Daneliuk, Mr. R.S. Melnychuk, and Mr. W.R. Prunkl, Edmonton Public School District.

The Public-At-Large

Representatives of the public-at-large were also identified as key participants. Mr. John Curran, a lawyer from Calgary, represented the public-at-large on the Curriculum Policies Board from 1976 to 1977: he was identified as the most influential key participant of the public. He was also Chairman of the Calgary Public School Board. Mrs. D. Christie, a citizen of Trochu, was also identified as a key participant representing the public on the Curriculum Policies Board from 1976 to 1978; Mrs. Christie was also President of the AFHSA. Mr. G.V. Schuler, a member of UNIFARM, from Edmonton, was identified as a key participant representing the public on the Curriculum Policies Board from 1976 to 1978.

Other lay representatives who served on the boards or committees included: Mr. R. Alexander, Mrs. G. Kilgannon, Mrs. L. Milner, Mr. J. Morris, and Rev. R.J. Smith.

Representatives of Other Organizations

Other organizations were also represented on the boards or committees. Only Mr. W. Kruger, Principal of Memorial High School in Stony Plain, was identified as a key participant: he served as a member of the Committee on the Aims and Objectives of Education from 1972 to 1974. The other participants were: Mr. G. Ennis, Medicine Hat College; Dr. J. Guay, Dr. G. Hess and Dr. W. Latta, University of Lethbridge; Mr. R. Proudfoot, Dr. K.Puffer and Mr. L.C. Semrau, Northern Alberta Institute of Technology; Dr. D.E. Ray, Dr. J.O. Fritz and Dr. R.R. Woock, University of Calgary; Dr. D. Mann, Grande Prairie College; Mr. W. Baer and Miss K. Steele, students.

Boards and Committees

This part describes the boards and committees on which the participants served. The terms of reference and structure of the board or committee are described, the member organizations are identified, and the method of appointment of the members is described.

Three boards and one committee formed the organizational structures in which the groups participated in the determination of the Goals of Basic Education for Alberta (1978): the Elementary School Curriculum Board (ESCB); the Secondary School Curriculum Board (SSCB); the Joint Committee on the Aims and Objectives of Education; and the Curriculum Policies Board (CPB).

The Elementary and Secondary School Curriculum Boards

The ESCB and SSCB were established in 1968 on the ashes of the Elementary, Junior High and Secondary School Curriculum Committees. The change from three committees to two boards was made to provide for greater vertical articulation between the elementary and secondary education levels in the development of curricula. The change was also designed to increase the involvement and communication of outside organizations with the curriculum development process. To accomplish this goal partially, the number of persons from these organizations was increased. In addition, a Minister's Advisory Committee on Curriculum and Instruction was established, replacing the General Curriculum Committee. This board, composed of fifteen lay persons but chaired by the Chief Superintendent of Schools was to receive reports from the curriculum boards and make recommendations to the boards, through the Minister. The Advisory Committee was disbanded in 1973.

The two curriculum boards had similar terms of reference. They were to advise the Minister of Education, through the Director of Curriculum, with respect to (SSCB:May, 1968):

a) Courses of study for elementary and secondary schools, according to the respective grade levels for which the boards were responsible;
b) Textbooks for use in the schools of Alberta;
c) The necessity for curriculum guides;
d) Broad curriculum issues;
e) Other matters considered to be appropriate by the Director of Curriculum.

The membership on the Boards included:

Associate Deputy Minister of Education - Division of Instruction
Director of Curriculum
Associate Directors of Curriculum
Coordinators of the five Regional Offices of Education
Director of Pupil Personnel Services (renamed Special

Education Services in 1973)

Director of Field Services

A representative or representatives from each of:

Alberta Federation of Home and School Associations

Alberta School Trustees' Association

Alberta Teachers' Association

Minister's Advisory Committee on Curriculum and Instruction

A Faculty of Education from one of Alberta's universities

A post-secondary institution other than a university (SSCB only)

A Faculty of Arts and Science from one of the Alberta's universities (SSCB only)

The non-Departmental members of the boards were appointed by the Director of Curriculum and the Associate Deputy Minister from among the nominations made by the organizations.

A system of subject-area committees for each board was established to advise the boards and to coordinate the development of curricula by ad hoc committees. Fifty per cent of the membership of these committees was drawn from classroom teachers whose names were submitted by the ATA. The other members were drawn from supervisory personnel from school systems, the Department of Education, Faculties of Education, Faculties of Arts and Sciences, and from colleges and technical institutes. Appointments to the committees and their ad hoc committees, as well as terminations, were made by the Director of Curriculum. The Director also appointed the chairmen of the boards and committees.

Articulation between the boards and among the committees was achieved by overlapping membership and by annual joint meetings of the boards.

The two boards continued in operation until 1975 when consideration was given to the establishment of a single curriculum board. Their successor, the Curriculum Policies Board, was not established until 1976. Curriculum decision-making was managed by the Curriculum Branch in consultation with the senior officials of the Department during the interim when no board existed.

From 1972 until it was disbanded in 1975, the number of members on the ESCB varied from 27 to 33. From 1972 until 1975 when it too was disbanded, the number of members on the SSCB varied from 29 to 38.

The Joint Committee on the Aims and Objectives of Education

The terms of reference for the Joint Committee were drawn from the minutes of the joint meeting of representatives of the elementary and secondary school committees on the respective aims and objectives of education, and from the first meeting of the Joint Committee. Neither the Elementary School Curriculum Board nor the Secondary School Curriculum Board identified the specific tasks or objectives toward which the Committee was to direct itself. The Secondary School Curriculum Board established the Joint Committee. However, the instruction of the Board to the Committee was that it was to draw together the two statements prepared by the two former committees with a view to preparing a single statement of aims and objectives.

The Joint Committee agreed that the overall purpose was to integrate the statements of the elementary and secondary committees into a single statement of aims and objectives of education for Kindergarten to Grade

Twelve. Also identified as general terms of reference were:

(1) Identification of the implications of the statement of aims and objectives of education for program development;

(2) Examination of the degree to which local school authorities could establish their own position with respect to aims and objectives of education. At question was the latitude to be given to local school authorities to vary from the aims and objectives of education to be prescribed in the proposed statement;

(3) Communication of the intent of the statement of aims and objectives to its varied audience, pupils, teachers, administrators, school boards, and parents. The concern was with the lack of awareness and apparent disregard of goal statements in the past by these groups.

The Joint Committee adopted as general guidelines for the content of the statement:

(1) The document was to be designed for the educator;

(2) The document should provide fairly specific direction for education, and should interface broad goals and specific objectives;

(3) There should be a rationale based on the needs of the individual and the needs of society;

(4) The goals should allow for individual differences and for differences among groups.

The Curriculum Policies Board

The Curriculum Policies Board was established by Ministerial Order of the Honourable Julian Koziak, Minister of Education, on September 16, 1976.

The function of the Board was to recommend broad curriculum policies for Grades I-XII to the Minister. More specifically, the Board was to recommend policies concerning:

(1) the goals of education for Grades I-XII,

(2) the content of the programs of studies,

(3) the organization of the programs of studies,

(4) teaching and learning resources to be used in the teaching of the Alberta curriculum,

(5) the evaluation of the programs of studies,

(6) the approval of courses developed by local school authorities,

(7) the functions, structure, and procedures for the process for curriculum development and implementation,

(8) procedures for the determination and submission to the Minister of recommendations concerning policies which were submitted by other components of the curriculum development and implementation process,

(9) the format and procedures for Board meetings, and their frequency and location, and

(10) any other matters which the Minister might ask the Board to consider.

The membership of the Board was composed of eight persons who were educators, and eight persons who were not practising educators. The members were to be appointed from government, educational interest groups, educational institutions, and the public-at-large.

The members of the Board who were educators included: The Director of Curriculum of the Department of Education, another representative of the Department, three practising teachers, and a representative of each of the ATA, CASS, and the post-secondary community. The members who were not practising educators included a representative of the ASTA, a Member of the Legislative Assembly, and six citizens-at-large. The representative of the Department was nominated by the Minister. The representatives of the ATA, ASTA and CASS were nominated by their respective associations. The representatives of the post-secondary community, three classroom teachers, and the citizens-at-large were appointed by the Minister from among nominations and applications received in response to advertisement. The Member of the Legislative Assembly was appointed by the Minister.

The chairman of the Board was the Director of Curriculum for Alberta Education. The Director of Curriculum appointed a non-voting executive secretary from among the staff of the Curriculum Branch.

Other than the Director of Curriculum who was a permanent appointment, the other members were to be appointed for terms of varying length: five members were to be appointed for a one-year term, and five were to be appointed for a two-year term. Who was to be appointed for which term was at the discretion of the Minister. However, with the exception of the ATA representative, all of the members served for a two year term. The first ATA representative, Mr. Woloschuk, was replaced in August, 1977, by Mr. H. Jonson, Past President of the ATA, who served on the Board through 1978.

Definition of the Issues

This part describes the process for the identification of the major issues, and the positions taken by the participants with respect to the major issues.

Initial Procedures

The records of the proceedings of the Boards and Committees, correspondence, papers, media reports, articles and Hansard were examined to identify the subjects of discussion and debate among the participants. From this review, a statement of eight issues was formulated and stated as follows:

> The educational priorities to be emphasized in the statement of the Goals of Basic Education for Alberta.
>
> The primary responsibilities of the schools, and those shared with other agencies such as the home, the church, the media and community organizations, for the education of children in Grades 1 to 12 in Alberta.
>
> The goals to be included in the statement of the Goals of Basic Education for Alberta.
>
> Reduced public confidence in the results achieved by teachers and the educational system.
>
> The respective responsibilities of the Legislature, other agencies such as the Department of Education, and persons such as educators, for the establishment of the Goals of Basic Education for Alberta.
>
> The future effect of the determination of the Goals of Basic Education for Alberta, 1978, on the programs of study, the evaluation of student achievement, and on the persons and agencies who would participate in the implementation of the goals.
>
> Obtaining the response of the public and associational groups to proposed Goals of Basic Education for Alberta.
>
> The clarity, brevity and organization of the goal statement.

Key participants who were representatives of the groups who participated in the determination of the Goals of Basic Education for Alberta were sent the list of issues.

These persons were: Mr. Roy Farran, Dr. A.E. Hohol, Honourable Louis Hyndman, Honourable David King, Honourable Julian Koziak and Mr. Ron Tesolin -- legislators; Dr. J.D. Harder, Dr. E.K. Hawkesworth, Dr. J.S. Hrabi, Dr. S.N. Odynak, Mr. W. Romanko and Dr. E.A. Torgunrud -- Department of Education; Mr. Halvar Jonson and Mr. W.I. Miller -- ATA; Mrs. F. Craigie -- ASTA; Dr. G.L. Berry -- University of Alberta; Dr. R. Plaxton -- CASS; Mr. J.W. James -- Calgary and Edmonton school districts; Mr. R. Chapman and Mr. John Curran -- public.

Enclosed with the letter (Appendix F) was: a copy of the Goals of Basic Education for Alberta (1978); a copy of the goal statement from the Interim Edition of the Goals of Basic Education (1975); a form listing, in no order of importance, the issue statements. Spaces were provided for the respondents to indicate if the issue was a major issue, and its rank among the issues (Appendix G). Each recipient was asked to identify those statements representing major issues, and to rank these major issues in order of importance, with the number one being the most important. They were also encouraged to amend or redraft any of the statements, and to add additional major issues which had not been identified.

Responses were received from 16 of the 20 persons to whom the researcher sent questionnaires. The result from 14 respondents were usable. Of the 16 respondents, one was unable to complete the form because of ill health and the other declined because, in his opinion, he was not sufficiently involved in the process to make the judgments requested. Responses from the representatives of Calgary and Edmonton school districts and the public participants were not received.

The results of the responses are presented in Table I. The issue of the goals to be included in the statement, and the issue of future effect of the determination of the goals were identified by 14 of the respondents as major issues. The issue of the primary and shared responsibilities of the schools was considered a major issue by 12 of the respondents. The issue of the priorities to be emphasized in the statement was rated as a major goal by 11 respondents. The remainder of the issue statements were rated as major by one-half or fewer of the respondents. The four issue statements most highly rated as major issues were ranked among the four top issues by 9 or more of the respondents. The remainder of the issues were ranked among the top four rankings by five or fewer respondents.

The respondents were also asked to amend or redraft the statements, as well as to add other issues. One respondent divided the statement related to the future effect of the goals into two issues. He identified the part of the statement which read, "The future effect of the determination of the Goals of Basic Education for Alberta, 1978, on the programs of study" as one issue, and the remainder of the statement as a separate issue. Three respondents stated additional issues:

> The inclusion of religion or moral education as part of the school's responsibility.
>
> The cost of funding programs to achieve the objectives as stated.
>
> Whether the goals should be stated in some order of priority.
>
> Major push by Caucus to establish some "back to the basics" guidelines.

The respondents in each case rated the issues they listed as major

Table I

The Major Issues Considered in the Determination of the Goals of Basic Education for Alberta

	MAJOR ISSUE		RANK							
	YES	NO	1	2	3	4	5	6	7	8
Priorities	11	3	2[2]	4	1	3 (10)	1			
Primary Responsibility	12	2	2	4[2]	4	(10)		1		
Goals	14	0	6[2]	2	3	(11)		1		
Public Confidence	3	11		1	1[2]	(2)		2		5
Responsibilities	7	7	2		1	3 (5)	1	1	3	
Future Effect	14[1]	1[1]	1[1]	1[2]	3	4 (9)	2			
Response	7	7	1[2]			2 (3)	3	2	2	
Clarify	8	5	1			1 (2)	2	2	2	1
Other	4		1		1[2]	(2)	1			

[1] One respondent separated the issue into two issues and rated the issues accordingly.

[2] Another respondent also assigned this rank to other issues.

issues. The first and fourth statements were rated in the top four, but only by the one respondent in each case.

To provide further verification of the status of the issue statements as major issues, the researcher conducted a frequency count of the number of times to which each of the issues was referred in the documents that were analyzed to prepare the statements. The issue of the goals to be included in the statement was identified on 352 occasions. The issue of the educational priorities to be emphasized in the statement was identified 200 times. The question of the primary and shared responsibilities of the schools was referred to on 80 occasions, while the frequency of occurrence of the issue of the future effect of the goals was 74. Reduced public confidence in the results achieved by the teachers and the schools occurred as an issue on 53 occasions, while the issue of the respective responsibilities of the Legislature, other agencies and individuals was referred to on 41 occasions. The issue of the clarity, brevity and organization of the statement was referred to on 26 occasions, and the issue of obtaining the response of the public and associational groups appeared on 17 occasions.

The Major Issues

In summary, the results of the activity undertaken by key participants to identify the major issues, as well as the frequency analysis of the source materials, produced four major issues. They were:

> The goals to be included in the statement of the Goals of Basic Education for Alberta.
>
> The educational priorities to be emphasized in the statement of the Goals of Basic Education for Alberta.

> The primary responsibilities of the schools, and those shared with other agencies such as the home, the church, the media and community organizations, for the education of children in Grades 1 to 12 in Alberta.
>
> The future effect of the determination of the Goals of Basic Education for Alberta, 1978, on the programs of study, the evaluation of student achievement, and on the persons and agencies who would participate in the implementation of the goals.

While up to one-half of the respondents to the major issue rating activity rated the remaining statements as major issues, the low rank awarded these issues, and the low frequency of their occurrence in the source documents separated these issues from the major issues. For purposes of the remainder of this study, the four major issues were the principal focus in the analysis of interaction among the participants.

Issue Definition

The definition of issues is one stage in the political decision-making system in education (Campbell and Mazzoni, 1976:7). Each of the associational groups represented the interests of their group in the process of attempting to influence the legislators. Campbell and Mazzoni (1976:7) described this stage as ". . . the process by which the preferences of individuals and groups become translated into political issues . . . ."

In this section the positions taken by the participants in relation to the four major issues are described. The positions of the groups and key representatives are described on each of the major issues and on specific issues related to the major issues. The positions taken by individuals may be used to represent the position of a group.

The Goals to be Included in the Statement of the Goals of Basic Education for Alberta. The goals to be included in the statement were the focus of attention by the participants to a greater extent than any other issue. From the very beginning in 1972 until the last day of debate by the Legislature, the goals were subject to change. Using the goals stated in the Goals of Basic Education for Alberta (1978) as a basis, the degree of emphasis on specific goals may be illustrated. Based on the frequency with which the goals were mentioned by participants, four of the Goals for Schooling were emphasized the most. In order of emphasis, beginning with the most frequently emphasized, they were:

> Acquire basic knowledge and develop skills and attitudes in mathematics, the practical and fine arts, the sciences, and the social studies (including history and geography), with appropriate local, national, and international emphasis in each.
>
> Develop competencies in reading, writing, speaking, listening and viewing.
>
> Acquire knowledge and develop skills, attitudes, and habits required to respond to the opportunities and expectations of the world of work.
>
> Develop the learning skills of finding, organizing, analyzing and applying information in a constructive and objective manner.

Three of the Goals of Education and the other two Goals of Schooling were given more moderate attention. In order of emphasis, they were:

> Develop an appreciation for the role of the family in society.
> Develop a sense of purpose in life and ethical or spiritual values which respect the worth of the individual, justice, fair play and fundamental rights, responsibilities and freedoms.

> Develop self-discipline, self-understanding, and a positive self-concept through realistic appraisal of one's capabilities and limitations.
>
> Acquire knowledge and develop skills, attitudes and habits which contribute to physical, mental and social well-being.
>
> Develop an understanding of the meaning, responsibilities, and benefits of active citizenship at the local, national and international levels.

The remainder of the goals received less consideration.

(1) Department of Education. An initial expression of the position of the Department of Education on the goals was made by Dr. Hawkesworth (ESCB/SSCB, 1973). Dr. Hawkesworth emphasized the development of human values, respect for justice in human affairs, life-long education, development of a positive attitude toward work, education in the democratic way of life, and vocational education. By vocational education, the Deputy Minister did not mean career training which he believed to be outside the responsibilities of the schools.

Directors' Council also took a position on goals. In 1973, the Council endorsed the goals and functions of education as stated in the Worth Report (1972:47-49). However, the Council only agreed in principle, as it was concluded that the statement required refinement before it could be accepted as the goals of basic education. There was some concern that Worth had expressed too liberal a position on the goals of education.

The basic position of the Department was represented by the goals stated in the Interim Edition of the Goals of Basic Education, Grades 1 - 12 (Appendix H). With a few changes, these goals remained the position of the Department, even as the proposal of the Curriculum Policies board was being considered. The 1975 goals, endorsed by the Department-dominated Curriculum Boards, emphasized citizenship, change, communication skills, desire for learning, leisure, health, fitness and safety, culture, and basic knowledge competencies. Consistent with the position taken by Directors' Council, the goals differed from the Worth formulation. The emphasis on individualization, development of self-confidence, values education and learning skills were absent.

A modification of this basic position was represented by the goals presented by Dr. Harder (1977). He proposed two additional goals; a knowledge of Canada and its governance system, and the development of entry-level skills for careers. A final modification of the position of the Department was endorsed by Directors' Council. Council proposed an alternate set of goals to those of the Curriculum Policies Board that omitted reference to learning to be a good citizen, and to development of a desire for learning. Two goals were added: to develop an understanding of the family and promote family relationships; to develop commitment to protection of the environment.

(2) Alberta Teachers' Association. An initial expression of the position of the Alberta Teachers' Association on the goals of basic education was made by Dr. Keeler in 1973. He stated (Keeler , 1973:37): "There is evidence that Alberta teachers, in general, endorse Worth's formulation (of the goals of education)." The basic position of the ATA was stated in the draft position paper prepared for the 1977 Annual Representative Assembly, Provincial Executive Council, (1977:1):

> A primary goal of education is the provision of educational opportunities that will develop the student's potential, enabling him to experience a successful evolution from child to responsible and self-reliant adult.

> Upon completion of basic education (K-12) a student should have received the background and motivation for a lifelong experience of learning and self-fulfillment, and possess the communication skills that enable him to express himself and understand others. He should be prepared to cope with an increasingly complex society that is becoming more group oriented and more conscious of its responsibilities to humanity and the environment. It is important that he become aware of and take pride in his cultural heritage and have a positive self-concept.
>
> As consequence of recent technological advances, the knowledge explosion and the ever increasing diversity of occupational pursuits, society should not expect the student to receive the kind of high school preparation that will enable him to fit any vocational slot into which chance alone might place him. Society should expect, however, the high school graduate to possess skills and attitudes that lead to productive employment and personal well-being.
>
> More important than a core of factual information are experiences that result in the student achieving mastery of basic skills, a sense of direction and the opportunity to make his choice of futures.

This position was supported by the ATA representative on the Curriculum Policies Board in 1977. Mr. H. Weissenborn supported as the five most important goals: development of communication skills; development of basic and special knowledge; learn to organize and analyze information; practice health, fitness and safety; and learn to be a good citizen.

The ATA Executive Council confirmed its basic position on the goals in the September, 1977, submission to Cabinet (1977:2):

> The goal of education is the development and modification of skills, knowledge and attitudes to provide for continued learning, social awareness, adaptability to a changing society, productive employment and personal well-being.

The final confirmation of the position of the ATA came in November, 1977. Mr. M. Kryzanowski, President of the ATA, said

(Kryzanowski, 1977:40) that the statement of the Goals of Basic Education for Alberta proposed by the Curriculum Policies Board, was ". . . the best statement regarding goals that has been developed over the past 20 years."

(3) Alberta School Trustees' Association. - The Alberta School Trustees' Association did not present an official position on the goals of education. Rather, individual members, in their contributions to the work of the boards and committees supported the position of these organizational groups. An early position on one goal was taken by Mr. S. Schwetz. He supported the development of skills in communication as a goal of education. Mrs. Craigie actively supported the goals proposed by the Curriculum Policies Board. She made the motion to recommend the fourth draft to the Minister. On those occasions when she differed from the ASTA position, she qualified her statements as her own positions.

(4) Alberta Federation of Home and School Associations. The Alberta Federation of Home and School Associations also did not have an official position on the goals of education. As members of the boards and committees, individual representatives supported the position of the groups, both for the Interim Edition and the proposal recommended by the Curriculum Policies Board. Mrs. Christie, who was President of the AFHSA in 1977, but a member representing the public-at-large on the Curriculum Policies Board, reflected the position of the Federation when she expressed her pleasure with the third draft of the goal statement presented at the August, 1977, meeting of the Board.

(5) University of Alberta. The perspective of the University of Alberta was best exemplified by the statement on the goals of education prepared by Professors Miller and Pearson for the Joint Committee on the Goals of Education. Pearson and Miller (1977:27) stated that the general goal of education was ". . . development of creative, self-directing individuals who remain in society as positive, constructive forces, ..." They grouped the goals into three categories: skill competencies, knowledge competencies, and psychological growth and personal development. The skill competency goals included development of communication skills, self-expression skills, critical thinking skills, and organizing skills. The knowledge competencies included development of knowledge of the past, present and future, and a sense of cultural identity. The psychological growth and personal development goals included the development of a positive self-concept, a sense of belonging and healthy psychological growth. Dr. G.L. Berry, a member of the Curriculum Policies Board and Chairman of the Department of Secondary Education, added a further dimension. He proposed the goal of the development of a philosophy of life which might be based on religious beliefs. The University of Alberta was seen as generally supportive of the recommendations of the boards and committees involved in the preparation of the statement of the Goals of Basic Education for Alberta.

(6) Chamber of Commerce. The position of the Chamber of Commerce was represented by Mr. R. Chapman, a member of the Curriculum Policies Board, and a member of the Chamber of Commerce Education Committee. At the November 1976, meeting of the Board, he advocated a greater emphasis on the development of attitudes that would contribute to greater productivity. Mr. Chapman professed little sympathy for goal

statements. He considered what went on in the schools more important. When the vote was taken by the Board with respect to the goals to be recommended to the Minister, Mr. Chapman opposed recommendation of the fourth draft. He considered the statement to be little improved over the Interim Edition because it did not place enough emphasis on the development of basic skills and knowledge, and contained too much provision for frills. It may be concluded that as represented by the views of Mr. Chapman, the Chamber of Commerce supportted the goals of the development of basic skills, fostering positive attitudes in students towards work, and enhancing personal and therefore national productivity.

(7) Conference of Alberta School Superintendents. In general, the Conference of Alberta School Superintendents was perceived to support the goals included in both the Interim Edition and the statement proposed by the Curriculum Policies Board. However, there was some difference of opinion among the representatives of CASS on the boards and committees, and some special emphases. Mr. D. Taylor, Superintendent of Schools for the Grande Prairie Public School District, supported a goal that emphasized the teaching of values. Mr. M. Bruce, Superintendent of the County of Beaver and Chairman of the Joint Committee, pressed for de-emphasis on the goal to develop the Canadian identity and on the goal related to developing computational skills. Mr. K. Wagner, Assistant Superintendent of Schools for the Grande Prairie Public School District, in his analysis of priorities among the goals in the Interim Edition, suggested to the Curriculum Policies Board that the most important goals were the development of communication skills, development of basic and special knowledge, learning to organize and analyze information, practicing health, fitness, and safety, and learning to be a good citizen.

(8) School Boards. The Calgary and Edmonton Public School districts, although represented on the boards and committees, did not present positions on the goals. They were generally considered to be supportive of the Interim Edition and the goals proposed by the Curriculum Policies Board.

(9) Public. In general, the public was more concerned with what was happening in the schools and how well students were being equipped for work than with goal statements. To the extent there was a position articulated for the public on the goals, it was represented by the views of Mr. J. Curran. Mr. Curran, a Calgary lawyer and Chairman of the Calgary Public School Board was an articulate member of the Curriculum Policies Board. He and Lois Milner had close ties with the Progressive Conservative Party. Their association with the Calgary members of Caucus enabled them to share their views with the Premier and for him to express his views to them. However, Mr. Curran tended to be independent and outspoken in his views, irrespective of their consistency with school board or Government perspectives. He frequently clashed with Dr. Torgunrud with respect to which goals should be included, and also with respect to the agendas for the Curriculum Policies Board meetings. In his letter (1977), to Lois Milner, Mr. Curran set out his position on the goals of education. To begin with, Mr. Curran rejected the statement of goals included in the Interim Edition. He considered goal statements related to such things as physical development, intellectual development, and career development inappropriate as responsibilities of the schools. He advocated, instead, emphasis on the development of academic skills. He included in this category the skills of reading, composition, listening, speaking, mathematics, study, the performing and creative arts, and observation. Mrs. Milner, while she did appear to support Mr. Curran fully, emphasized the importance of the schools

preparing students for the world of work.

(10) Joint Committee. The general position of the Joint Committee was represented by the goals included in the draft statement on the Goals of Basic Education (1974) recommended to the Elementary and Secondary School Curriculum Boards. While there were no dissenting votes, it was apparent that some of the goals were matters of dispute during the tenure of the Committee. The members did not support the Worth (1972) formulation of the goals of education. In particular, they took issue with career proficiency as a goal of the basic education system. However, by 1974, the Committee had changed its position, and supported a greater emphasis on the career component of the goals. It was also evident throughout the tenure of Committee, that as a Committee the members supported goals of developing competency in skills and knowledge, the study of Canadian nationhood and Canadian social environment, and an emphasis on communication skills and values.

(11) Elementary School Curriculum Board/Secondary School Curriculum Board. The positions of the Elementary and Secondary School Curriculum Boards were reflected in their endorsement of the proposal of the Joint Committee. With minor amendments, the Boards recommended the statement to the Minister for his approval. Among the particular emphases endorsed by the Boards were expansion on the emphasis on the goals of achieving competence in literacy and numeracy, development of a positive self-concept in students, and support for emphasis on Canadian studies that focused on the mosaic culture of Canada. Both Boards were particularly emphatic that one of the goals of the schools should be vocational education, but not career education.

(12) Curriculum Policies Board. In the two years, 1976-1977, during which the Curriculum Policies Board completed its responsibility to recommend a statement of goals of basic education, a number of perspectives emerged on the goals to be included in the statement. There was general consensus that goals related to five areas should be included. These areas included communication skills, basic and special knowledge, learning how to organize and analyze information, practising health, fitness and safety, and learning to be a good citizen. There was some support for the goals of learning about the world of work, developing a desire for learning, and learning to respect various beliefs. The Board agreed that the major goal of the basic education system was to provide students with the tools for lifelong learning. However, the development of work-entry skills was to be balanced by an emphasis on lifelong, transferable skills. The debate on the social mobility role of schools, and the mutual exclusiveness of job preparation and academic skills, concluded with a position that academic skills also prepared the student for vocations. The Board supported the goal of teaching about environmental problems, but did not support the teaching of the solutions to these problems. There was strong support for Canadian studies.

The general position of the Board was represented by a majority recommendation of the fourth draft of the statement on the Goals of Basic Education for Alberta to the Minister. However, the Board remained divided with respect to goals which related to viewing, citizenship, Canadian studies and education in ethics. As has previously been identified, two of the non-educators did not support the goal statement.

The Educational Priorities to be Emphasized in the Statement of the Goals of Basic Education for Alberta. The issue of educational priorities to be emphasized in the statement of the goals of basic education was the next most frequently debated issue among the participants. The greatest emphasis was placed on efforts to set priorities among the goals, the highly publicized debate on the "back-to-the-basics" issue, and the emphasis on goals that would meet the needs of the individual and the needs of society. Other related issues were debated, for example, the emphasis to be placed on change, but not to the same extent as the three specific issues identified above.

(1) Department of Education. The Department of Education took a strong, consistent position throughout the event that priorities should be identified. At the first meeting of the Joint Committee, Dr. Torgunrud highlighted the need to set priorities among the goals. At meetings of the Curriculum Boards, and in public, Dr. Hawkesworth and other Department representatives supported this position. Dr. Hawkesworth was reported to have said that priorities would be defined in the statement of goals of basic education under consideration by the Curriculum Policies Board (Samoil, 1977).

The Department representatives also attempted to have the Curriculum Policies Board identify priorities. However, when the issue of identifying priorities among the goals to be included in the proposal came to a vote, all but Dr. Torgunrud and Dr. Hrabi were in favour of an unprioritized statement of goals.

In a final attempt to establish priorities among the goals to be included in the statement, the Department recommended to the Minister the alternative statement of goals that prioritized the goals, both in general order, and as primary and secondary goals. One of the advantages stated in the recommendation of this alternative was that the statement of the goals in order of priority suggested funding emphases in education.

The Department also took positions with respect to specific priorities. Because the Department did not consider "back-to-the-basics" an issue, the members did not support attempts to place a greater emphasis on academic subjects. To the Department, the question was not with the goals or the program but how well students were doing in learning the curriculum. The Department was prepared to concede an emphasis on "back-to-the-basics" to the extent that the statement of goals would represent a shift in emphasis within the curriculum.

Throughout the event, the Department advocated a set of goals that would address both the needs of the individual and the needs of society. The proposal of some members of the Curriculum Policies Board to remove the sections from the proposal that discussed the needs of the individual and society was opposed by the Department. In the alternative proposal made to the Minister, sections were included which directly addressed this issue.

Change was also an issue for Department representatives. In the end, the Department agreed to a statement of goals that provided an emphasis on educating students to meet the challenge of a rapidly changing society, but key participants disagreed on the issue. Dr. Hawkesworth took the position that the school should educate for change. However, Dr. Hrabi emphasized goals that would not change even as society changed.

(2) Alberta Teachers' Association. The Alberta Teachers' Association did not support the identification of priorities among the goals of basic education. This was the conclusion of Mr. H. Weissenborn, the ATA representative on the Curriculum Policies Board. Despite his attempts to prioritize the goals in the Interim Edition, he concluded that numerical ranking to be impossible because he perceived the goals were so highly interrelated.

The ATA was opposed to any emphasis on "back-to-the-basics". The Association rejected the criticism of the schools and the view that literacy and achievement had declined. In the 1977 Submission to Cabinet, the Association advocated identification of all of the goals and programs as basic. The Association called for an expanded definition of basics that included not only the 3 R's, but also communication and computational skills, the sciences, the social sciences, including history and geography, health and physical education, the fine arts, industrial and environmental education and family living education. It advocated programs that would develop creativity in students, improve human relations, and be of practical use to students in life situations.

(3) Alberta School Trustees' Association. The ASTA position on the issue of the priorities to be emphasized in the statement of goals was that there should be a mandatory core program, with minimum content and mastery levels established for students at all levels. The position, however, was very general, and did not specify if the core program represented "basics" or which programs were considered priorities.

(4) University of Alberta. It was the position of the University of Alberta that more emphasis should be placed on the "basics". The University advocated a better basic education for the gifted, many of whom were entering the University deficient in basic skills (CPB, 1976). However, the University did not directly address the establishment of priorities among the goals to be included in the statement of goals of basic education.

(5) Conference of Alberta School Superintendents. The

Conference of Alberta School Superintendents supported the establishment of priorities among the goals. However, the superintendents found the task of setting priorities insurmountable. The Conference took the position with respect to specific priorities to be emphasized that the schools should emphasize the education of students to meet the challenge of change. Priority was also to be given to education to meet the needs of society over the needs of the individual.

(6) Public. As represented by the views of the members of the Curriculum Policies Board who were representatives of the public-at-large, the position of the public was that priorities should be established among the goals. John Curran, in his letter to Lois Milner (1977) stated that the fundamental task of the schools was to teach the basic skills of reading, composition, listening and speaking, mathematics, study, the Arts, and observation. The remainder of the goals that were being discussed, while he considered them to be desirable, were to be excluded from the goals of basic education. He concluded that this would establish a solid base upon which to identify educational priorities and programs. The media reflected this perspective, giving a high profile to the issue of "back-to-the-basics", almost to the exclusion of all other issues.

(7) Joint Committee. In general, the Joint Committee favoured a statement of goals that established broad, general guidelines rather than specific priorities. However, the members agreed that the priority focus of the statement should be on accountability, needs, career proficiency, nationhood, the environment, skills, and development of a philosophy of life. There was consensus that the statement should include goals that would meet both the

needs of the individual and the needs of society, but the preference was for a balanced focus rather than for the bias the Committee perceived in the Worth Report towards the needs of the individual. The Committee favoured Maslow's (1970) hierarchy of needs in the statement as the reference point for the focus on needs.

(8) Elementary School Curriculum Board/Secondary School Curriculum Board. The educational priorities to be emphasized in the statement of goals was a controversial issue for both the Elementary and Secondary School Curriculum Boards. The members believed that there should be major goals emphasized, but there was no agreement on which goals these were to be. The Boards were advised through the Chairman that priority setting was not their task, but would be done by the Legislature. The disputes were resolved by approving in principle the statement recommended by the Joint Committee.

(9) Curriculum Policies Board. The Curriculum Policies Board considered the identification of priorities among the goals to be included in the statement of goals of basic education to be a major responsibility. However, the members were unable to agree on priorities. They cited the interrelated nature of the goals or the basic inadequacy of the goal statements as the reasons for the difficulty in determining priorities. Finally, the Board concluded that the statement should not identify priorities among the goals. The Minister was to be advised in the letter transmitting the proposed statement of goals that this was the recommendation of the Board. However, the Board also directed that the Minister was to be advised that by clarifying the role of schooling, the Board had addressed the priorities in the education of

was the recommendation of the Board. However, the Board also directed that the Minister was to be advised that by clarifying the role of schooling, the Board had addressed the priorities in the education of students.

One of the most controversial specific issues was the emphasis to be placed on education meeting the needs of the individual and the needs of society. The Board could neither agree on the relative emphasis on the needs of the individual and society nor on any reference whatsoever to this focus in the goals. Nevertheless, the proposal recommended to the Minister contained sections discussing the needs of the individual and the needs of society and the role of the school in society.

The Primary Responsibilities of the Schools, and Those Shared with other Agencies such as the Home, the Church, the Media and Community Organizations, for the Education of Children in Grades 1 to 12 in Alberta. In contrast to the previous two issues, this issue did not become a major concern until the latter stages of the event. It manifested itself as a debate over limiting the responsibilities of the schools, sharing the responsibilities for the education of children with other agencies, and finally in the separation of the goals into the goals of schooling and the goals of education.

(1) Department of Education. It was the initial position of the Department of Education that the responsibility for the education of children should be shared between the school, the home and other community agencies. Dr. Hawkesworth made this point to the Elementary School Curriculum Board when he identified both the influence of informal experiences and the teacher on the education of children. However, the Department did not accept that the sharp distinction would downgrade the importance of the schools in the

of children. It was also considered impractical because of the interrelated nature of the goals. The Department recommended as an alternative the categorization of the goals as primary and secondary, although it was recognized that this could create confusion because of the use of the term secondary as applicable to junior and senior high school grades.

(2) Alberta Teachers' Association. The ATA made its position on the issue of the primary and shared responsibilities of the schools known in a submission to the Cabinet. The submission stated (1977:2): "We are of the opinion that too many of society's responsibilities have been foisted on the schools. We recommend that consideration be given to ways in which the school might be relieved of some of the burdensome and less relevant expectations."

It was also the position of the ATA that it was the responsibility of the community to assist in the education of children although there were specific aspects of education that only the schools should do. The ATA stated (1977:1-2): "Community agencies should become involved with school systems in furthering the aims of education, particularly in those major functions and services that are common to both. Because benefit to the student is the primary purpose of the education system, the responsibility and authority for the formal aspects of basic education should be with those who work closest with the student . . ."

(3) Alberta School Trustees' Association. The basic position of the ASTA was represented by the views of Mrs. Craigie, the ASTA representative on the Curriculum Policies Board. Mrs. Craigie was a consistent and vocal proponent of limiting the role of schools. In her opinion, the schools were being expected to do too many things. She advocated a greater

contribution by the home, the church and the community to the education of children.

(4) Public. There was strong public support for limiting the responsibilities of the schools, and for other agencies sharing the responsibilities for the education of children. This was the perspective advocated by Mr. Curran when he recommended the separation of the goals of schooling from the goals of education. He encouraged an even sharper distinction by limiting the goals of basic education to only those things that teachers and schools could achieve -- the production of polished, competent graduates.

This public perspective on the issue was echoed by the media. Bunny Wright, education columnist for the Calgary Herald, made this a major issue when she wrote that the schools were doing too many things (Calgary Herald, May 5, 1975).

(5) Chamber of Commerce. The perspective of the business community was represented by Mr. Chapman. He advocated limiting the role of the schools to teaching the fundamental skills of reading, writing, communicating, and mathematics. These were considered to be the responsibility of the school, not industry. Industry would teach the job skills. Mr. Chapman was a consistent advocate of the position of the Chamber. He used both the Board and the Chamber Education Committee to get his message across to the Government.

(6) Joint Committee/Elementary School Curriculum Board/Secretary School Curriculum Board/Curriculum Policies Board. The

Joint Committee and the Curriculum Boards advocated making a distinction between those goals for which the schools should be responsible and those which should be shared with other agencies. However, it was the Curriculum Policies Board which crystallized the separation of the goals into the two categories. The Board advised the Minister upon submission of the proposal for the goals of basic education, that it was the position of the Board that the statement clarified the role of schooling in education and identified the responsibilities of the home and other agencies for the education of children.

The Future Effect of the Determination of the Goals of Basic Education for Alberta, 1978, on the Programs of Study, the Evaluation of Student Achievement, and on the Persons and Agencies Who Would Participate in the Implementations of the Goals From the very beginning this issue was a recurring theme of debate among the participants. The most frequently considered specific issues were the implications of the goals for program development and the implementation of the goals. The impact of the goals was also considered. Periodically throughout the event, the issue of successful communication of the goals to interest groups in education was considered.

(1) Department of Education. It was the viewpoint of the Department that the statement of the goals of basic education would have implications for a number of areas.

In the development of the Interim Statement, the basic concerns were with the implications for teachers, program development, the implementation of programs, and the evaluation of student achievement. Some of the members were also concerned that the Interim Statement would be incomprehensible to all but the educator. Dr. Torgunrud, however, dismissed this concern. He concluded that only educators were concerned about goals, the rest being interested only in programs.

With the submission of the Curriculum Policies Board and Department proposals to the Minister, the Department identified the major implications. They included: specification of programs; prescription of programs; balance among programs; the orientation of programs; programs for pupils; practical applications of the goals; articulation among programs; implementation of programs; learning resources; determination of curricula; local and provincial roles in program development; structures for program development; participants in program development; student evaluation; school facilities; manpower requirements; educational research; the role of the humanities; and bilingual education.

(2) Alberta Teachers' Association. The position of the ATA on the future effect of the goals was represented by the perspective of Mr. H. Weissenborn. It was his view that the programs for the schools should be designed to achieve the goals. He criticized the Interim Edition of the goals as being too general to be effective guidelines for the development of programs.

(3) Public. The future effect of the goals was an issue of major concern to the public, as represented by the representatives on the Curriculum Policies Board. The statement would determine what teachers were to teach; the role of the Department of Education in the implementation of the goals and in the monitoring and evaluation of implementation of programs by school boards; the establishment of provincial examinations; the establishment of a core curriculum; the development of programs; and the establishment of financial priorities.

This issue was also highlighted by the media. The major daily newspapers in Edmonton and Calgary singled out the references by the Honourable Julian Koziak to the importance of the goal statement for education well into the next Century. They also quoted the statement by Dr. Torgunrud that the goals provided the base for school programs. Don Braid, in an April 4, 1978 column in the Edmonton Sun, expressed a curious implication of the approval of the statement of the Goals of Basic Education for Alberta. He cautioned that the statement provided the avenue for political control of the classroom.

(4) Joint Committee. The Joint Committee considered the future effect of the goals an important issue. Throughout their tenure the members debated the matter, but could not always agree. At the beginning there was a suspicion that goal statements were ignored by educators and the public alike. This concern was expressed as a desire by the members to communicate the intent of the goals to teachers, pupils, administrators, school trustees and parents. While there was an initial bias towards preparation of a document designed for educators, it became apparent that it perhaps should be designed for a broader audience. The decision on the issue was left to the Curriculum Boards and the Minister. However, there was consensus among the members that the statement should emphasize the implications of the goals for program development, program implementation, and student evaluation.

(5) Elementary School Curriculum Board/Secondary School Curriculum Board/ Curriculum Policies Board. Neither the Elementary nor the Secondary School Curriculum Board was able to reach consensus on the issue of thefuture effects of the goal statement. In contrast, the Curriculum

Policies Board began by criticizing the apparent lack of feasibility of the goals in the Interim Edition and its general incomprehensibility to the average person. The Board highlighted a number of implications of the goals, including: the effects of the goals on the technology of teaching; the planning, implementation and evaluation of teaching; the need to re-examine regularly the goals; and the role of the goals in the planning, teaching and evaluation of programs.

Development of Proposals

In this part, the process for the development of proposals for the Goals of Basic Education is described. The proposals, who developed them, the context and the information base for their development are identified. The strategies and the information base which participants employed to support, change or oppose the proposals are described. The proposals are presented in the chronological order of development.

Proposals

Three proposals for the goals of basic education were prepared. The first proposal, Goals of Basic Education, Grades 1-12 (1974), was developed by the Joint Committee, and recommended to the Minister by the Elementary and Secondary School Curriculum Boards. It was printed and distributed as the Goals of Basic Education, Grades 1-12: Interim Edition (1975). The next proposal, chronologically, the Goals of Basic Education for Alberta (1977), was developed and recommended to the Minister by the Curriculum Policies Board. The third proposal, Goals of Basic Education (1978) was prepared by Directors'

Council as an alternative to the proposal of the Curriculum Policies Board.

The Proposal of the Elementary and Secondary School Curriculum Boards. The development of a proposal for a statement of goals for grades 1-12 was initiated by the Secondary School Curriculum Board with the establishment of the Joint Committee (1972). Dr. P. Miller and Dr. A. Pearson, who had been engaged to prepare a document for the consideration of the Committee were directed to several documents from which the bases for drafting a statement could be identified:

A Choice of Futures (Worth, 1972)
Charting Directions For Change (Department of Education, 1969)
The Goals of Secondary Education (SSCB, 1973)
The Aims and Objectives of Elementary Education (ESCB, 1972)

While the Committee endorsed these documents as references for writers, reservations were expressed that the Worth Report emphasized the needs of the individual too heavily. The Department of Education also questioned the focus of the goals of education in the Worth Report. However, the other participants did not appear to object to them to the same extent. None of the other information sources were questioned. The Elementary and Secondary goal statements had been endorsed by the respective Curriculum Boards. Charting Directions For Change (1969) was considered by the Department as a primary directional statement for the goals, especially for elementary schools.

The outline of the statement presented by Dr. Miller and Dr. Pearson at the November 24, 1972, meeting of the Committee provided a framework for capturing the principal directions of the elementary and secondary statements. It also presented a fresh perspective, resolving the dilemma of the Committee with respect to which of the original statements to use as a model. There were some questions raised with respect to wording and with regard to emphases on career proficiency, national identity and academic skills. In general, however, the Committee appeared to be pleased with the framework proposed by the writers.

When the first draft of the proposed statement was presented to the Committee on January 15, 1973, the Committee addressed the content and format of the paper, and the future of the statement of goals. The writers were directed to use headings and marginal index to assist readers in the identification of the various parts of the statement. The writers were also instructed to put more emphasis on alternative views of the nature of man, Maslow's hierarchy of needs, a focus on the present and future as well as the past, and education for membership in the Canadian nation. But, in the area of education in values and morality, and education for the world of work, the members could not agree. The writers were left without any clear direction as to how to address these issues. Although numerous editorial revisions were suggested, none changed the intent of the draft.

The revised draft of the paper was presented to the Joint Committee on February 12, 1973. The general and editorial review of the paper produced several decisions. In addition to excluding reference to the kindergarten program area, and deciding the title, Goals of Basic Education, Grades 1-12, a marginal glossary was to be provided to assist readers in the identification of parts of the paper. An outline of the paper with page references was to be placed at the end of the document.

The future actions to be taken with respect to the paper proved troublesome for the Committee. If considered as possible courses of action:

recommending priorities and alternatives to the Minister; comparing the proposal to those from other systems; setting out guidelines for responses; forwarding the proposal to the legislators for guidance; forwarding the document to vested interest groups; and inviting public responses. Not able to decide on which course of action to follow, the Committee recommended that the final statement be forwarded to the Minister and that his suggestions or recommendations for future action be awaited. The Committee expressed an interest in discussing the paper with the Minister. However, Dr. Torgunrud was given the approval of the Committee to pursue further courses of action at his discretion. He agreed to provide a preamble to the paper which would outline the background to its preparation.

The revised paper, subtitled the Final Preliminary Draft (Appendix I), was considered by the Elementary and Secondary School Curriculum Boards in May and June, 1973. In both settings, Dr. Torgunrud spoke on behalf of the Joint Committee and as an advocate of the position paper. The ESCB was primarily concerned with the issues of establishing priorities among the goals, the emphasis on the basics, values, and on the primary and shared responsibilities of the schools, and with the future effects of the goal statement. Concern was also expressed with future actions once the statement was approved. The ASTA representative argued for more emphasis on the basics in education and for attention to implementation of the goals. The Department, led by Dr. Hrabi, advocated establishing priorities among the goals, greater emphasis on the needs of society and on values of education. The emphases the paper placed on career education and the world of work were disputed by the Department. Dr. Hrabi cited the programs of the Provincial and Federal Governments as evidence that education was considered valuable in obtaining work.

The Elementary School Curriculum Board gave approval in principle to a final draft that would incorporate changes reflective of the discussion by the Board. The Board also directed that a final statement be prepared by a committee that incorporated representatives of the Joint Committee and representatives of interest groups. The Board appeared to feel that a new stage in the development of a statement of goals had been reached that required the participation of those involved in the implementation of goals.

The Secondary School Curriculum Board appeared to have fewer concerns with the position paper than did the Elementary Board. Changes were directed that would reduce a perceived over-emphasis on humanism and provide for presentation of a greater range of value systems. The Board agreed to accept the paper in principle, but directed that it be revised for further consideration. No direction was given for a restructured committee to perform this task. However, Dr Torgunrud indicated that this procedure had been advocated by the Elementary Board.

A new source of information emerged at the meetings of the boards that was to continue to influence future activities. Dr. Hawkesworth had attended an UNESCO Conference, in France, on May 6-12, 1973, entitled, "Seminar on Economic, Social and Cultural Structures and Diversification of Educational Systems." In his report on the Conference to the Curriculum Boards, the Deputy Minister highlighted the recommendations of the Faure Report (UNESCO, 1973) with respect to goals and priorities in education. Both Boards devoted substantial time to questioning Dr. Hawkesworth on his perceptions of the results of the Conference. The Boards also gave careful consideration to the Faure Report. From the conclusions of the Elementary Board, however, it appeared that the Boards saw the Report to be more directed toimplementation considerations than to the development of goal statements.

On August 8, 1973, Dr. Torgunrud placed before Dr. Hawkesworth information intended to further an emphasis on shared responsibility for education between schools and other agencies. Dr. Torgunrud identified the function of schooling as a part of formalized education. He enclosed a chart that displayed the responsibilities of education as concentric circles (Appendix J). With each successive circle of responsibilities, the responsibility of the school diminished as the circles increased in their distance from the center. It was also suggested that as resources for education became limited, the scope of the responsibility of the school for education decreased.

Also in August, Dr. Harder forwarded to Dr. Torgunrud a copy of the Phi Delta Kappa Goals of Education (1973) as a reference for the review of the position papers. Dr. Berry castigated the Curriculum Boards for not properly crediting the PDK statement as the source of much of the content of the proposed goal statement. He had concluded that the similarities between the proposal approved by the Boards and the PDK proposal were not coincidental.

In January, 1974, a new committee was formed to change the paper, as had been directed by the Curriculum Boards. The Boards had accepted the criticisms of Dr. Berry as valid. The committee was to reduce the content of the paper by more than one-half. The members were supplied with the following references:

1. Final Preliminary Draft of the Goals of Basic Education, Grades 1-12;
2. Excerpts from the confidential minutes of the Curriculum Boards;
3. The Autonomous Individual, a paper by Dr. Leo Marshall of the University of Saskatchewan;

4. Statements of implications drawn from Dr. Marshall's paper;
5. Excerpts from the Faure Report.

The Committee met on March 1, 1974. Several of the members agreed to take parts of the paper and reduce the content. The Committee agreed to consider preparation of a second paper that would present the primary and shared responsibilities of the schools. Dr. Tolman was given the task of drawing the changes together. He was assisted by Dr. N. Kach of the Department of Educational Foundations, University of Alberta.

Mr. M. Bruce, Chairman of the Committee, presented the revised proposal to the Curriculum Boards at their May 1974, meetings. The Boards recommended minor editorial changes but had no real reservations about the statement. Both Boards left the final wording to Dr. Torgunrud and the Committee before the revised statement was to be forwarded to the Minister for his approval. The Boards were confident that not even the Government would significantly alter the content.

The proposal was reviewed by Directors' Council at the June meeting. The discussion was lively. However, Council decided not to modify the statement because it had been prepared by the Curriculum Branch and was supported by the Curriculum Boards. These structures were of long standing and rarely was their advice rejected or their decisions disputed by Council. Department domination of the Boards ensured that the views of the Department were considered.

Dr. Torgunrud considered submission of the proposal to the Minister on July 10, 1974, to be a landmark day. It was the culmination of three years of persistence in an often lonely endeavour not always enjoying support from either the Department or other agencies, or much encouragement from the

Minister and other members of the Government. The distraction of the Worth Report and its study and analysis, and the growing dissatisfaction of Government with the Curriculum Boards hindered the concentration of the Joint Committee and the Boards on the task of developing the goal statement. Nevertheless, Dr. Torgunrud had achieved his goal to develop a goal statement which could provide a common focus for the programs of study in Alberta.

The Proposal of the Curriculum Policies Board. The first indication that the Curriculum Policies Board was to review the Interim Edition of the Goals of Basic Education Grades I-XII, occurred at the first meeting of the Board in September, 1976. The Honourable Julian Koziak, Minister of Education, in his introductory remarks to the Board, indicated that the goal statement should be addressed by the Board.

There was disagreement among the Board members as to whether the statement should be changed. It was evident from the criticism of the Interim Edition by public members of the Board including Mr. Curran, that the Board members were not satisfied with it. It was criticized for lack of feasibility, ineffective communication of the intent of the goals, and absence of some goals that should have been included.

After the goals were considered on other occasions by the Board, the priority for revision of the goals by the Board was established in early 1977. The Speech from the Throne, in February, 1977, indicated the intention of the Government to reassess the goals and objectives of the basic education system. On March 7, 1977, Dr. Torgunrud presented a letter from the Minister to the Board from the Minister which directed the Board to prepare the recommendations regarding the goals and objectives of the basic education system that would emphasizethe acquisition of knowledge and skills, and identify priorities among the goals.

Ten documents were identified by the Board as the primary resources for the preparation of a proposal (CPB, 1977:May 5/6, 52):

Abstract from the Faure Report
Societal Change and Its Implications for Education
CEA Study - Lauwery
Phi Delta Kappa Study
Montreal Study
The Alberta Study (Top Ten - Secondary School)
The Alberta Study (Priorities by various education sectors)
Tasks of the Elementary School - Torgunrud Study
Alberta Goals of Education - Interim Study (Priorities identified by the CPB)

At the May, 1977, meeting of the Board, Mr. H. Weissenborn presented a discussion paper on the goals of basic education for the consideration of the Board. Mr. Weissenborn advocated greater emphasis on basic skill subjects, although not to the exclusion of other subjects such as the arts. He also advocated some delineation of the responsibilities of the school and other agencies. In June, 1977, Mr. Curran wrote to Mrs. Milner. He was very critical of the Interim Edition of the Goals of Basic Education. He advocated a statement that would emphasize public responsibility for developing basic skills in students, primarily academic skills, but also including the skills in the performing and creative arts. He advocated limiting the responsibilities of the schools to these goals.

The review of the Interim Edition provided some further direction to the subcommittee. Several members of the Board expressed a preference for a goal statement that would be more compressed than the Interim Edition. The Board also favored a narrower definition of the responsibilities of the schools. As was described in the discussion on the issues, the Board agreed on the ranking of five of the goals in the Interim Edition as the most important goals. They were not able to agree on the ranking of the remainder. Nevertheless, the discussions and prioritizing exercises were judged to be helpful to the subcommittee in distinguishing between those goals that were primarily the responsibility of the school and those whose achievement the school shared with other agencies.

The Board examined in some detail several of the documents identified as primary references for the development of a position paper. Aspects of the Faure Report were considered to be relevant. It was concluded that basic education provided the tools for lifelong learning. There was a feeling that while a variety of means might be applicable to learning, ends rather than means were the most important. However, the Board tended to support a reinforcement of the school as the appropriate place for education to take place, and that there should not be too much variety in the methods of instruction. The Board also supported the principle of a general education for children as opposed to one that emphasized either academic skills or job-related skills. The chart depicting societal changes and their implications for education was considered to have little relevance for the development of the position paper.

Several themes emerged from consideration of the CEA survey on the purposes of education. Not only the technical and vocational subjects were considered to relate to job preparation, but also the academic subjects. Canadian studies should form an important part of the curriculum. Local schools should have some discretion in the choice of programs if they were to respond to the needs of the students. Parents, too, should have some voice in the choice of programs, particularly with respect to programs such as sex education.

The subcommittee established by the Board to draft a proposal was composed of Mrs. Craigie (Chairman), Mrs. Milner, Dr. Berry, Dr. Torgunrud, and Mr. Romanko.

The subcommittee had three functions:

(1) The design of the format and the editorial policy for the position paper;

(2) The review of Board discussion, submissions from school systems, associations and other agencies, and other studies and publications on the goals of basic education;

(3) Prepare drafts of the position paper for the consideration of the Board.

Mr. Romanko was given the task of drafting the position paper, with the assistance of the Curriculum Branch; the subcommittee was to edit the draft. Following review of the draft, the Board would forward the paper to the Minister for his consideration.

At the first meeting of the subcommittee, Mr. Romanko presented a proposal for the format of the position paper. In addition to accepting the format, the subcommittee emphasized two guidelines for writing the paper: the language should be simple, concise, and devoid of educational jargon; schooling and education should be distinguished, and a realistic, limited role of the school should be identified.

Mr. Romanko presented draft one on June 17, 1977. However, the proposal was not well received. The language was not considered readily understandable, nor concise, and the parts of the paper organized inappropriately; the goals were located too far along in the document.

The proposal prepared by the journalist, who had been retained to prepare a statement, began with a brief introduction. The writer emphasized the need to re-examine regularly the goals of education, the purpose of the goal statement, and a general statement of what the school should be doing. The statement avoided identifying the goals which could be included. Instead, the goals from the Interim Edition were displayed in two columns, column one presenting the five goals which the Curriculum Policies Board had agreed were the most important goals, and column two presenting the remainder of the goals with which no consensus had been reached with respect to their priority ranking. The draft also included sections on the needs of the society and the needs of the individual, the place of the school in society, and the implementation of the goals. The writer left it to the Board to identify and prioritize the goals. It was also recommended that some of the material in the Interim Edition should be included in the paper.

Following receipt of the recommendations prepared by the journalist, Mr. Romanko was directed by Dr. Torgunrud to prepare a further proposal. This version, designated as Draft Three, was presented at the August 5, 1977, meeting of the Curriculum Policies Board.

Dr. Torgunrud specified three criteria for the examination of the proposal:

(1) Clarity and jargon-free communicability of the language of the paper;

(2) Incorporation of all of the themes which had been supported by the Board;

(3) Delineation of the respective responsibilities of the school and other agencies for basic education. Time, student capabilities, and the capabilities of schools were considered variables associated with this criterion.

Mrs. Craigie, Chairman of the subcommittee, led the discussion of the proposal. To begin with, she invited general responses from the members.

Mr. Curran considered the proposal a vast improvement over the first draft. He suggested, however, that the document should be further reduced in size, that the distinction between schooling and education should be made clearer, and that teaching and evaluation should be addressed directly. It was Mr. Jonson's feeling that too much emphasis was being put on the goals of schooling at the expense of education. He also recommended that evaluation should be included, as did Mr. Tesolin. The conclusion that the paper was placing too much emphasis on schooling was also shared by Dr. Hawkesworth and Dr. Hrabi. Dr. Hawkesworth was particularly concerned that the goals of schooling would become the only goals of schools. Mrs. Van Eaton, Mrs. Milner and Mr. Chapman were concerned that the paper did not place enough emphasis on the implementation of the goals and programs. Dr. Berry believed that people would like to see some emphasis on the development of a philosophy of life, that might have some reference to religious beliefs. Despite these comments, the Board was generally pleased with the document.

A detailed review of the proposal produced several recommendations by the Board for the preparation of a fourth draft. It was recommended that the statement of the purpose of the goals be that the goals provided direction for curriculum planning, implementation and evaluation, that the goals identified the distinctive role of the school in the education of children, and the application of the goals to grades 1 to 12 should be identified. The Board also recommended that the section on the need to re-examine the goals should be abbreviated. It was suggested that this statement should emphasize that the goals may require periodic adjustment rather than constant change. The Board was very concerned that the distinction between schooling and education might be confusing. It was recommended that the interrelationship between the two components should be enhanced in order that the importance of the school's contribution to education would be reinforced.

A review of the section on the goals of schooling also produced a number of recommendations. It was recommended that the introduction to the goals state that the goals serve as the guiding framework for teaching, evaluating and planning programs. In addition, the Board agreed in principle to the following statements of the goals of schooling (CPB, 1977:119):

> Develop competencies in reading, writing, speaking, listening and viewing.
>
> Develop basic knowledge and skills in mathematics, the sciences, social studies (including history and geography), and the practical and fine arts, with an appropriate emphasis on Canada.
>
> Develop the learning skills of finding, organizing, analyzing and applying information in a critical and objective manner.
>
> Develop knowledge, skills, attitudes and habits which contribute to physical and mental health and safety.
>
> Develop an understanding of the meaning, responsibilities and benefits of active citizenship at the local, national and international levels.
>
> Develop the knowledge, skills, attitudes and habits required to respond to the opportunities and expectations of the world of work.

The Board also agreed that it should be stated that the goals of schooling were not listed in any order of priority because they were highly interrelated and therefore of equal importance. Because of time limits, the Board referred the review of the remainder of the third draft to the subcommittee. Upon completion of the fourth draft by Mr. Romanko, the draft would be forwarded to the Board for review. A final draft would be prepared after receipt of comments from the Board, and then submitted to the Minister.

Following a meeting of the subcommittee on August 8, 1977, Mr. Romanko prepared a fourth draft of the proposal. This draft, a review guide, a motion for adoption in principle of Draft Four, and a draft covering letter to accompany the proposal to the Minister were forwarded to the members of the Board. The Board was asked to review the statement and to forward their comments for incorporation into the paper. They were advised that every attempt would be made to do this.

This very unusual procedure produced some predictable results. A number of editorial changes were suggested to strengthen the clarity of the proposal and to reflect more adequately the intent of the Board. For example, it was suggested that it be indicated in the Introduction that schooling had "a more limited purpose" than education. It was suggested that the second paragraph of the section on the goals of schooling read that the school shall rather than "will" plan, teach and evaluate on the basis of the goals. It was suggested that the phrase "building upon the learning that has occurred . . ." was inappropriate because some children would have minimal learning experiences upon which future learning could be based. Many of these editorial changes were accepted and incorporated into the final draft.

There were also a number of recommended significant changes that were made to the proposal. The second and third pages, which presented the goals of schooling and the goals of education respectively, were recommended to carry the titles as headings in order to avoid confusion. Schooling was identified as having a "more limited purpose" than education. The phrase "with appropriate emphasis on Canada . . ." in the second of the goals of schoolings, was changed to state ". . . with appropriate local, national, and international emphases in each." The last sentence in the paper was revised to place the statement in a positive rather than a negative tone.

There were a number of suggestions to move one or another of the goals under each heading to the other section. It was suggested that the goal on the development of a philosophy of life belonged as a goal of schooling; the goal related to the world of work was suggested as a goal of education. It was also suggested that the section having to do with society and the individual should be deleted because it had not received the consideration of the full Board. None of these suggestions was incorporated into the proposal.

A number of suggestions were made with respect to the draft covering letter. It was suggested that the decision to leave the goals unprioritized should be stated. There should be no restriction on which parts of the paper should be distributed to which audiences, a reflection of the continuing concern of the Board with the sections of the proposal which followed the statements of goals. It was suggested that there be only three sections: Introduction; Goals of Schooling; The Role of the School in Society. This was a position that was consistent with the proposal to delete the goals of education and the sections on the needs of the individual and the needs of society. It was also suggested that any reference to a meeting between the Board and the Minister should not be limited to a committee of the Board.

Following receipt of the responses from the members of the Board, Mr. Romanko prepared a final draft of the proposal. A final review of the document was conducted by telephone conference among the members of the subcommittee. Dr. Torgunrud prepared a covering letter, to accompany the submission of the proposal to the Minister, and which incorporated many of the changes suggested by the Board. However, this detailed statement was not sent. Instead, a brief letter was forwarded by Dr. Torgunrud. It submitted the proposal as a recommendation for the Goals of Basic Education for Alberta. The letter indicated the willingness of the Board to assist the Minister in clarification, elaboration or further exploration of the matter as he deemed appropriate. No mention was made of a possible meeting.

In his letter to the Minister, which presented his views on the Curriculum Policies board proposal, Mr. Curran emphasized again his preference for limiting the schools to teaching the basics. He objected to the broad scope of the goals and recommended that the Minister consider seriously changes to the statement that would reduce substantially the responsibilities of the schools for non-academic programs. Mr. Chapman took a similar viewpoint in his letter to the Minister. However, he stressed the importance of improving the standards of achievement rather than placing emphasis on the development of goal statements. He echoed the position of a number of Members of Caucus that the goal statement was only a means to refocusing the programs of study on the development of basic skills.

The final proposal (Appendix C) was composed of five sections: Introduction; The Goals of Schooling; The Goals of Education; Society and the Individual; The Role of the School in Society. The Introduction described the purpose of goals, the need to re-examine goals periodically, and the role of schooling in education. The statement of the Goals of Schooling indicated that schools accepted primary responsibility for the six goals. The statement also established that the goals were not in any order of priority. The responsibility of the individual student was also identified. The third section, Goals of Education, listed the ten goals that were the shared responsibility of the school and the rest of the community. Also stated was the ultimate aim of education. The final two sections identified the needs of the individual and the needs of society, and the co-operative and shared responsibility of the school and other community agencies for the education of children.

The Directors' Council Proposal. At the conclusion of the debate in the Legislature on the goals and objectives of education in November, 1977, the Honourable Julian Koziak, Minister of Education, instructed Dr. Hawkesworth to have the Department of Education prepare a Request For Decision on the goals of education. The Request For Decision was to be brought forward to the Social Planning Committee of Cabinet in January as the basis for a resolution to be brought before the Legislature at the Spring sitting. The Request For Decision was to contain:

(1) A recommendation on the goals of education;

(2) Alternative recommendations which might be proposed by the Department;

(3) The implications of the adoption of the goal statements.

The task of preparing recommendations for the Request For Decision was delegated to the Curriculum, Instruction and Evaluation Committee of Directors' Council. The members of the committee included Dr. Hrabi (Chairman), Mr. N.J. Chamchuk, Dr. E.J.M. Church, Dr. H.I. Hastings, Dr. J.E. Reid, Dr. B.L. Stringham, and Dr. Torgunrud, with Mr. Romanko serving as secretary.

It was established that the proposal of the Curriculum Policies Board had been well-received. There was strong support for the distinction drawn between the responsibilities of the school and the responsibilities of the community and other agencies. Nevertheless, the committee considered the proposal inadequate with respect to some issues. Some of the goals listed as goals of education should be included among the goals of schooling; curriculum development committees would not have enough direction from the statement; there should be reference to the articulation points between basic education and the Early Childhood and post-secondary areas of education. The statement did not provide for second language instruction.

The implications of the Curriculum Policies Board proposal were also discussed. It was agreed that the Government would want to know if the proposal implied expansion, reduction or maintenance of the status quo with respect to programs, and in particular, program options. Dr. Torgunrud tabled a list of fifteen implications of the Curriculum Policies Board proposal, many of which had been discussed by the Board. The last two items, evaluation and facilities, were additions suggested by the subcommitee. Dr. Torgunrud and the Associate Directors of the Curriculum Branch were given the task of preparing recommendations for the consideration of the subcommittee with respect to an alternative goal statement and the details of the Request For Decision.

The recommendation of the Curriculum Branch was presented to the subcommittee on December 12, 1977. The principal features of the document were:

(1) There was less supporting material for the goal statement as compared to the the Curriculum Policies Board proposal;

(2) The headings "primary" and "shared" had replaced the schooling and education headings of the Curriculum Policies Board proposal;

(3) The goals were in order of priority in order to facilitate decisions related to the funding of programs; and

(4) Much of the material that would be included normally for educators had been excluded in order to make the proposal compatible with the format for a Request For Decision.

Several suggestions were made for changes to the document. It was suggested that the section on individual and societal needs should precede the statement of the qualities of the socially adjusted individual. It was also suggested that this section be separately identified. The subcommittee also suggested that the distinction between the primary and shared goals should be clarified. The primary goals were considered to be shared as well, which could exclude them from being considered the sole responsibility of the school.

There was little discussion of the remainder of the document which addressed the policy and implication sections of the proposed Request For Decision. The Chairman, Dr. Hrabi, however, questioned the adequacy of the sections with respect to programming needs for the next four years.

Two other members of the subcommittee addressed the adequacy of the Curriculum Policies Board proposal. Dr. Reid had prepared an analysis based on the cognitive and non-cognitive aspects of education. He had concluded that the goals of schooling were cognitively oriented while the goals of education were non-cognitively oriented. He suggested that some consideration might be given to shifting some of the goals to each of the other areas in order to provide more of a balance in the emphasis of the goals of schooling and the goals of education. Dr. Hastings and Dr. Church supported a similar reconsideration of the distribution of the goals. Their focus, however, was on young children whose education they suggested was perhaps more related to the goals of education than to the goals of schooling. Dr. Church pointed to the importance for young children, particularly those in the primary grades, for the goals related to self-discipline, self-understanding and a positive self-concept.

The Curriculum Branch was directed to prepare a Request For Decision for the consideration of Directors' Council. The document was to include an alternate proposal for a statement of goals of basic education based on the document presented at the meeting. The advantages and disadvantages of adopting the alternative statement were to be identified.

The alternative proposal was presented to Directors' Council on December 19, 1977. The principal features of the proposal were statements of the needs of the individual and the needs of society, the characteristics of the educated, responsible individual, and a statement of the goals of education. This statement was separated into five primary goals and six secondary goals. The former were identified as the distinctive responsibility of the school; the latter were considered to be shared with other agencies.

Attached as appendices to the proposal were:

(1) A statement of policy issues arising out of the alternative, with an identification of the policy decisions to be made, including examples. The policy issues included priorities, division of responsibility among the participants for the achievement of the goals, and the basic competencies to be achieved and at what levels within the school system, the facilities and equipment necessary and appropriate for achievement of the goals, and the pre-service and in-service needs of teachers;

(2) The advantages of the proposal; and

(3) The specific characteristics of the educated, responsible individual.

On December 23, 1977, Directors' Council recommended that the subcommittee proposal be included as Alternative One in the Request For Decision to be forwarded to the Minister of Education. The Curriculum Policies Board proposal was to be included as Alternative Two. The Request For Decision included the three appendices presented by the subcommittee as support for the proposal of the Department.

Decision

Introduction

This part describes the process by which a decision was made with respect to a statement of the Goals of Basic Education for Alberta. The first part describes the decision made in 1974 which resulted in the publication of the Interim Edition of the Goals of Basic Education. The second part describes the process which resulted in the approval of the statement of the Goals of Basic Education for Alberta by the Legislature in 1978. Each part describes who initiated the decision-making process, when and in what organizational setting the process was initiated, what sources of information were used by the decision makers, the responses of the decision makers to the information, who made the final decision, and when and in what organizational setting was the decision made.

The Interim Edition of the Goals of Basic Education, Grade 1-12. The first decision with respect to the goals of basic education was made on July 15, 1974, by the Honourable Louis Hyndman, Minister of Education. He had received the proposal submitted by the Elementary and Secondary Curriculum Boards on July 10, 1974.

Mr. Hyndman had been advised by the Deputy Minister, and from his reading of the minutes of the Boards and their committees, that the Department was concerned with effective communication of the goals to the public and the educational community, and with the future effects of the statement on education in Alberta. The possibility of the Legislature approving the goals had been suggested by the Curriculum Boards as one means whereby these issues might be addressed. The Government had shown interest in this idea; Mr. Hyndman had filed in the Legislature, for the interest of the members, the 1973 survey of the purposes of education conducted by the Canadian Education Association. Appproval by the Legislature was considered by the Department and the Curriculum Boards to be a radical departure from the previous practice of including the goals as part of the curriculum.

Mr. Hyndman approved the statement in principle. He indicated that the statement should be distributed through the Program of Studies as the "Proposed Goals of Basic Education."

The Premier and the Education Committee of Gaucus were not impressed with the statement. The Premier's children were in elementary grades in school and he was dissatisfied with the education they were to receive in the coming years. He viewed the schools as trying to meet all the needs of all the people rather than achievement of academic excellence. He did not view the statement as satisfactorily addressing these problems. Caucus rejected the proposal to take the statement in its present form to the Legislature for approval. The Minister of Education also did not support the proposal to take the statement to the Legislature because it lacked the form of a philosophical statement on education.

The Goals of Basic Education for Alberta. In March, 1976, the Honourable Julian Koziak, Minister of Education, requested a briefing on the development of the goals of basic education. In the briefing, Mr. Koziak was advised by the Department to defer a debate on the goals until the Interim Edition had been reviewed by the Curriculum Policies Board, and the advice of the Board received. However, the Government chose to begin the debate without the advice of the Board. On April 29, 1976, Mr. Appleby made the motion for the Government to consider establishment of the goals of basic education, signalling the intention of the Government to make the decision suggested during the development of the Interim Edition.

In his introduction to the debate, Mr. Appleby traced the history of the goals of education from 1962 to the Interim Edition in 1975. He made the observation that the Interim Edition represented a return to more traditional emphases in education after a period of permissiveness. He stressed that public opinion was demanding that the Government provide direction in education. He considered most important that communication skills be developed in students. He also considered job skills, work habits, self-discipline, and health and personal development to be priorities. He made an appeal for the institution of apprenticeship programs in all high schools. Mr. Appleby also stressed that the schools were not able to satisfy all the individual needs of every student. He concluded that the school, the home and community had to co-operate in the education of children, each partner accepting its responsibilities in the education of children.

Mr. Diachuk also spoke to the motion. He emphasized a number of issues. The emphasis in the goals should be on basic skills in reading, writing, and arithmetic. The Government should exercise leadership to the educational system by establishing goals of education that reflect traditional values and reflect what parents and children want rather than what educators want. The third speaker was Mr. Topolnisky. In his remarks, Mr. Topolnisky stated that the Interim Edition provided goals that gave guidance to students, teachers, parents, and members of the public. He suggested that the goals of education should focus on the demands of a new and changing society. He observed that research demonstrated that the most important goals were the development of rationality, communications skills, and the preservation of the environment. He concluded that the most important task of the school was to merge reasoning skills with feelings.

The final speaker was Mr. R. Clark, the Leader of the Opposition. Mr. Clark stressed the importance of the basics in education. He suggested that the goals emphasize the basic aims of teaching students to read and communicate. He also emphasized the importance of educating students to cope with a rapidly changing society. He suggested that the goals should be flexible enough to meet the needs of students who live in very different educational environments, varying from very large school systems in the cities, to small rural schools.

In February, 1977, the Government stated its intention to reassess the goals of basic education and to consider a greater emphasis on the basics in education (Hansard, 1977). One of the first to speak to the debate was Mr. R. Clark. He called for the Government to show leadership in education. Several other MLA's also spoke on the issue of the goals of education during the debate on the Speech from the Throne. Mr. Diachuk advocated an emphasis on the basic skills of reading, writing and spelling. He also advocated teaching of respect and responsibility in the schools. Mr. Appleby advocated setting priorities among the goals. Mr. Batiuk advocated more responsibility by parents and other agencies such as the church for the education of children. Mr. Speaker, a member of the Opposition, supported greater involvement by parents and the business sector in the education of children. Mr. Koziak, the Minister of Education, made the final comments in the debate with respect to the Government's intention to reassess the goals of education. He made one point in relation to the purposes of education: parental support and involvement in the education of their children was instrumental in the success of their children at school. He reserved his other comments for the forthcoming debate on the goals scheduled for the current session.

On May 16, 1977, the Government served notice that it was to determine the goals of education. Mr. Koziak introduced a resolution calling for the Legislature to assess the goals and objectives of elementary and secondary education and to consider the priorities among the goals. The Minister considered four areas in his remarks. With respect to the need for a statement of goals, he stated (Hansard, 1977:1343):

> When we consider the confusion and uncertainty being expressed about schools by some Albertans today, there is no doubt that a clear statement is necessary of what students must learn in school. We need a statement that leaves no doubt about priorities among the things we should want schools to accomplish. We need a statement that gives clear directions to the educators so that programs and courses reflect what we expect from schools. Finally, we need a clear statement so that students know if they are successful in school activities, and so that parents will expect neither too much nor too little from our schools.

Mr. Koziak traced the history of the goals of education in Alberta. He indicated that while emphasis had shifted and some goals had been added while others disappeared, the emphasis on the acquisition of skills, knowledge and attitudes had remained constant. The Minister also identified some of the influences leading to the Interim Edition of the Goals of Basic Education: technological change; population changes; social change; the knowledge explosion. The Minister also addressed the goals. He conceded that communication skills, mathematical competency, critical thinking skills, a desire to learn, and social and personal responsibility were goals with which no one could quarrel. Beyond these goals, Mr. Koziak concluded, the choices were more difficult. He suggested that four areas were most influential in making choices among possible goals, "economic growth, democratic control, regional disparities, and meaningful life roles (Hansard, 1977:1345)."

Mr. R. Clark, Leader of the Opposition was the next speaker in the debate. He drew on his experience as Minister of Education in the previous government and the advice of his constituents as the basis for his remarks, and cited the results of the Worth Report. Mr. Clark was critical of the apparent perception of some people that the basics in education meant the three R's. In describing the direction that education should take in the future in Alberta, he identified four basic goals: development of abilities of students to communicate - reading, writing and speaking skills; development of the ability to make decisions - assimilating knowledge, organizing information and research skills; development of self-confidence; development of the ability to get along with others.

Mr. Notley, the New Democratic Party Member of the Legislature was the third speaker in the debate. He based his remarks on publications of the Alberta Teachers' Association and reports on education in Great Britain. He argued that the definition of the basics of education as the three R's was too narrow for the modern world. Instead, Mr. Notley emphasized development of the ability to think critically and independently; development of learning skills; and Canadian unity. He made a plea for a prominent role for teachers in the achievement of the goals.

Dr. C. Paproski also spoke in the debate. As sources of information for his contribution he cited publications of the Alberta Teachers' Association, university studies, the advice of a member of the University of Alberta Physical Education Faculty, and the programs and services of the Edmonton Public School District No. 7. Dr. Paproski advocated more emphasis on what he described as the core subjects: communication skills, arithmetic, social studies, history, science and health. He also supported consideration of learning skills, and recognized that there had to be some provision for programs such as the arts, vocational programs and special courses. However, he was strongly opposed to the multiplicity of optional courses, which he considered to be unnecessary frills. Dr. Paproski was a particularly strong advocate of more emphasis on physical fitness and the preparation of students for working careers.

Mr. R. Tesolin, who was a member of the Curriculum Policies Board, spoke in the debate. His background as a teacher and UNESCO reports were the principal sources for his comments. He emphasized a broader view of the basics than the three R's. He identified literacy as the primary goal of the schools. To that he added a need to emphasize communication skills, mathematics, social studies, scientific analysis, and physical education. He also advocated the accumulation of a useful body of knowledge. Mr. Tesolin supported the concept of shared responsibility for the education of children among the school, the home and other agencies.

In his contribution to the debate, Mr. Batiuk referred to the publication, Goals of Basic Education (1975). He advocated learning to be a good citizen, learning about the world of work, development of pride in achievement and progress, use of leisure time, and practising fitness, health and safety as the most important goals of education.

The bases for Mr. Diachuk's comments were the Interim Edition, university publications and his experience as a school board trustee. He emphasized the importance of the school, the home and the community working together in the education of children. He supported teaching children moral and ethical values, and also preparation for careers.

Mr. Taylor, an independent member of the Legislature, also spoke. He used his experience as a former school teacher and his visits to schools as the basis for his remarks. Mr. Taylor supported the greater emphasis on basics.

He defined these as communication skills and mathematics skills. He also supported greater emphasis on developing job skills and the ability to cope with the environment. Most important to Mr. Taylor was education of students to be better citizens who could contribute to better communities, provinces and a better Canada.

At this point in the debate, Mr. Horsman was the final speaker. He used a wide variety of sources of information as the basis for his remarks, including the Interim Edition, the writings and speeches of Sir Winston Churchill, publications of the Department of Education, the Alberta Teachers' Association, the Alberta School Trustees' Association, and Canadian and United States' universities, references from the Legislative Library, his membership on a Caucus committee on education, the input of his constituents, and his role as a parent. Mr. Horsman concentrated his efforts on support for the development of command of the English language as the most important goal of the schools. He supported those who had recognized that the education of students was a co-operative effort of the school, parents and the community.

Between adjournment of the debate on May 16, 1977, and the resumption on November 8, 1977, four events occurred in the decision process. In September, the Alberta Teachers' Association, in their submission to Cabinet, stated their position on basic education (ATA, 1977:2):

> The 'basics' in education are those learning experiences that develop and modify skills, knowledge and attitudes to provide for continued learning, social awareness, adaptability to a changing society, productive employment and personal well-being.
>
> While it is recognized that the 'three R's' are an important part of the child's education, the definition of 'basics' must reach beyond this to include a common core curriculum that takes into account all the communication and computational skills, the sciences, the social sciences including history and geography, health and physical education, the fine arts, industrial

> and environmental education, and family living education. It is important that emphasis be given to programs that foster creativity, facilitate and enrich human relations and relate directly to in-life usage.
>
> We do not accept that there has been a general decline in the literacy and achievement of students over the past several years. Teachers and education have never really left the 'basics'. We advise against any drastic reduction in the number and variety of optional courses offered to students and suggest that these could be strengthened through provision of materials and resources to assist the already overloaded teacher.

Also in September, 1977, the Premier of Alberta, the Honourable Peter Lougheed, spoke to the annual conference of the Canadian Education Association. Mr. Lougheed's remarks were made from an Alberta perspective. As much of the basis for his statements, he used opinion polls, the OECD report (1976) on education, meetings with Alberta stakeholders such as the ATA, finance reports from other provinces in Canada, meetings of the provincial Premiers, and Council of Ministers of Education, Canada. The Premier emphasized three areas: the basics, the primary responsibility for the education of children, and Canadian studies. He made a clear call for more emphasis on core subjects in education (CEA, 1976:46):

> The general consensus seems to be that there simply must be more emphasis on core subjects in our curriculum content, on improving literacy, on increasing the awareness of our provincial history and of history generally. This means fewer options, more concentration on the skills of reading and writing, of an adequate level of mathematics, ...

Mr. Lougheed identified the limits of the responsibilities of schools as the next most important issue. He expressed his concern that people were expecting too much from the schools. He agreed with the perspective of the ATA that by asking the schools to do too much we were dissipating their efforts. He concluded that the schools could not satisfy all of the needs of all of the people. Finally, the Premier emphasized the importance of teaching children the facts about Canada in general, and the regions in particular in order that they might understand and appreciate their country.

The third incident was the release of the proposal of the Curriculum Policies Board, on October 4, 1977, for the Goals of Basic Education for Alberta. The reactions of the media highlighted the principal emphases of the document: increased emphasis on the role of parents and other agencies for the education of children; and greater emphasis by the schools on basic programs such as communication skills.

The final incident prior to resumption of the debate on Mr. Koziak's motion was the Curriculum Decision-Making Conference in Alberta II. The conference was jointly sponsored by the Department of Education, the ATA, and the ASTA. Four results of this conference had a bearing on the decision with respect to the goals of education. The conference participants had endorsed the goals identified by the Curriculum Policies Board, but by a very narrow margin of votes. The ATA had given qualified endorsement to the goals, but gave only qualified support to the separation of the goals into Goals of Schooling and Goals of Education. The ASTA was also reported to have endorsed the goal statement.

The debate on Mr. Koziak's motion resumed in November, 1977. Several themes emerged from the remarks of the Members of the Legislative Assembly who participated during the two days of the debate. The release of the proposal of the Curriculum Policies Board had caught the attention of the Members. Where formerly they had focused their attention on the Interim Edition, they now were able to address directly the basis for their decision. As had happened in the spring portion of the debate, the sources of the information for the Members' remarks were statements made by the ATA and the ASTA, research reports and articles attributed to the Universities, their experience as teachers and trustees, previous goals statements, and family and friends involved in the education business. In this session, however, the responses of constituents to the spring debate on the resolution were referenced frequently. Many of the Members had invited responses from constituents or had sought their opinions informally, and used these sources of information as the basis of their statements with respect to the motion.

The Members supported an emphasis on core subjects in education. However, they did not support a narrow definition of the basics. Included among the basics were the communication and mathematics skills, the sciences, social studies which place greater emphasis on the Canadian and regional history and geography, health and physical education, vocational and fine arts, and citizenship. They supported a reduction in the number of optional programs available to students, especially at the secondary school level. The split between the goals of education and the goals of schooling received considerable attention. Many of the Members were supportive of the distinction. However, some did not support the separation of the goals. Mr. Young stated (1977:1996):

> . . . I don't really wish to get into the differentiation between the goals of schooling and the goals of education. As far as I'm concerned it's well-nigh impossible, if not impossible, to separate one from the other. If we're going to develop self-discipline and self-understanding and a positive self-concept, surely we do part of that when we develop learning skills: finding, organizing, analyzing, and applying information in a critical and objective manner. Surely to do that requires some self-discipline, et cetera. The one is found under the goals of education; the other under goals of schooling.

While they disputed the separation of the goals of schooling and the goals of education, the Members recognized that the education of children was a co-operative endeavour. Mr. Gogo stated (1977:1980):

> We must assess what the responsibilities of the schools, parents, and churches are. In a great many cases I believe more responsibility has been forced on the teachers in the school system than what should be. Shouldn't the church also have responsibility? It shouldn't always be left to the school to teach discipline, respect for one's property, and respect for one's ideas.

Mr. Little stated the basic position of the Members (1977:1976):

> Most people would agree that schools are not solely responsible for all the goals of education. Schools can accomplish only so much, given the limited number of hours in the day, the number of students and the diversity of their needs, the quantity and the quality of the human and material resources at their disposal.

Dr. Webber was the final speaker in the debate. He praised the Minister for bringing the motion to the Assembly for debate. He reinforced the sentiments of the Members that the issue was important for the Legislature to debate and decide. He reflected the consensus of the members of the Legislative Assembly that they supported the motion and the general direction for the goals of education as stated in the proposal made by the Curriculum Policies Board.

A week following the conclusion of the debate in the Legislature, the Minister requested that the Department prepare a Request for Decision for the consideration of Cabinet. Caucus had discussed the disposition of the proposal of the Curriculum Policies Board and had expressed support for placing a resolution before the Legislature at the spring, 1978, session. However, a number of members of Caucus, and in particular the Premier, were dissatisfied with the continued emphasis on non-academic programs. Caucus decided to use the period prior to the spring, 1978, session to obtain further reactions of their constituents to the proposal of the Board.

The Request For Decision was submitted to the Minister on

January 3, 1978. It contained the proposal prepared by Directors' Council and the proposal of the Curriculum Policies Board. The proposals, together with the assessment of the Curriculum Policies Board proposal, were considered by the Social Planning Committee of Cabinet. This Committee was chaired by the Honourable Louis Hyndman, the former Minister of Education. The Committee had three choices: accept the Curriculum Policies Board proposal; accept the Directors' Council proposal; present a modified version of either to the Legislature for approval. Three of the Ministers, the Honourable Bob Bogle, the Honourable Roy Farran, and the Honourable Bert Hohol, echoed the sentiments of the Premier that there should be more emphasis on academic programs, citizenship, the work ethic and history. The three ministers argued for proposing a statement that would eliminate most, if not all of the Goals of Education part of the Curriculum Policies Board proposal as well as those parts which dealt with the role of the school in society and those parts which addressed the needs of the individual and the needs of society.

The other members of the Committee were less inclined to over-emphasize the basics and restrict the role of the school. Caucus members had heard that parents wanted more than the basics in the educational program. The ATA had mounted a vigorous campaign to influence the Government, directly and through parents, that the basics should be broadly interpreted. However, the ATA also supported the Government proposal to limit the schools' responsibilities and to expand the responsibilities of parents, and the community for the education of children. The Minister of Education, Mr. Koziak, indicated that members of the Curriculum Policies Board, who represented the public, had received similar responses from the public, and advocated a broad interpretation of the basics. There had also been dialogue between these Board members and the Government members, reinforcing a feeling that the position on the basics should not be too restrictive.

The Social Planning Committee made two decisions. The Curriculum Policies Board proposal was accepted in principle. It represented a clear alternative to the recommendation of the Department of Education. In addition, the Committee could not justify rejecting a proposal prepared by a Board that had been established by the Government, and whose members included representatives of the public whose opinions were valued by the Premier and Caucus; the Board also included a Member of the Legislative Assembly who was the chairman of the Caucus Education Committee. The second decision was to amend the proposal in order to present for the approval of the Legislature a concise statement more consistent with those customarily considered by the Legislature. The Committee deleted the parts of the proposal which dealt with the role of the school in society, and the needs of the individual and the needs of society. The change satisfied the critics of the proposal that the statement was too general and wordy. To confirm further the goal of the Government to attack the educational legacy of the 1960's, three amendments were made to the goals. The first two were designed to emphasize education for a positive contribution to society: In the third of the Goals of Schooling, "critical" was changed to "constructive;" in the sixth of the Goals of Education, "community agencies" was deleted and "and constructive involvement in community endeavours" was added. To counter-balance a potential perception of over-emphasis on change and to reinforce an emphasis on a return to enduring, basic goals in education, the fifth of the Goals of Education was amended to include "an appreciation for tradition."

The revised statement was presented to Caucus as the format to be proposed for approval of the Legislature. Members of Caucus were encouraged to support the motion to approve the goals, but they were not restricted with respect to their responses. Some Members still felt that the statement was too general. Nevertheless, the Premier indicated that if any of the Government Members intended to oppose the motion, they should advise Caucus beforehand.

The Department of Education was not immediately advised with respect to these changes. Mr. Koziak had to delete references to the parts of the Curriculum Policies Board proposal that had been removed by the Social Planning Committee of Cabinet from the speech Dr. Torgrunrud had prepared for him to open the debate on the motion to approve the goals.

The debate on the resolution to approve the Goals of Basic Education for Alberta was begun by Mr. Koziak on May 11, 1978. He introduced the statement to the Assembly, repeating for the record the six goals of schooling and the ten goals of education. He emphasized the importance of the separation of the goals as a basis for identifying the priorities for schools, and also as the basis for establishing that the achievement of the goals was a shared responsibility among the school, the home, and other agencies such as the church.

The response by Mr. Notley to the resolution was generally supportive of the statement of goals. However, he raised some concerns with respect to certain aspects of the statement. He suggested that by separating the goals there was a danger that the responsibilities of the school system would be accidentally narrowed. He also suggested that use of terms such as "constructive" in place of "critical," and the emphasis on tradition, inadequately represented the proper interpretation for the goals of education (1977:1183):

> . . . I think a respect for tradition is important. But I think it's in the wrong place, because the ability to understand and respond to change as it occurs in personal life and in society is really a much more profoundly significant thing for people today.

Mr. Notley made two further points. His perception of the ultimate purpose of education was "to liberate and to develop to the fullest extent the creative potential of all individuals, while cherishing and showing respect for diversities (1977:1183)." He also called for continued review and examination of the goals.

Mr. Clark, Leader of the Opposition, was also a participant in the debate. He expressed early in his remarks his intention to support the resolution. However, it was his contention that the goals were deficient with respect to the development of decision-making skills as a specific goal. He proposed an amendment to the resolution to add "as the first of the list of specific goals under the heading of the Goals of Schooling: 'develop skills in problem analysis and decision-making' (1977:1188)." It was a suggestion which Mr. Clark had made during the debate on the goals of education during the spring and fall sessions in 1977.

Mr. Lougheed responded to Mr. Clark's proposed amendment. He argued that both the third and sixth goals under the Goals of Schooling adequately provided for the development of decision-making skills. The Assembly defeated the amendment.

In his continued contribution to the debate on the resolution, the Premier emphasized the importance of the Legislature approving the statement. It was the opinion of Mr. Lougheed that the Legislature had in the past abrogated its responsibility in education by leaving to the educational community the task and decision on what the goals of education should be, and what the educational priorities of the schools should be. Speaking as the MLA for Calgary West, he defined the most important goals in education as the development of competency in the communication skills, acquiring basic knowledge and skills in mathematics, the practical and fine arts, the sciences, the social studies, including history, and the development of learning skills. He supported the need for periodic review and assessment of the goals and changes to them as society changed.

In concluding the debate, the Minister responded to the issues raised by Mr. Notley. He indicated the importance of choice of the right words in order to convey the intent of the goals. He stated that it was for this reason that "constructive" was chosen in order to convey that the intent of the goal was that students should think in terms of positive contributions to society. Similarly, he stated that the emphasis on tradition was intended to develop a basis in students upon which they could respond to change. In conclusion, Mr. Koziak emphasized the importance of the goals statement in establishing the respective responsibilities of the participants in the education of children. His expectations of the home were stated clearly (Hansard, 1978:1242):

> It is the parents' role to make sure those goals are in fact accomplished, in combination with the efforts of the school and other agencies. But the overall responsibility must rest with the family. Surely, we haven't reached the point in our society where people can bring children onto this earth and then claim no further responsibility for them.

With this and the challenge by the Minister to accept the responsibility given the Legislature under the British North America Act, the Members of the Legislative Assembly approved the resolution to approve the Goals of Basic Education for Alberta.

Summary

This chapter described the interaction of the participants in the determination of the Goals of Basic Education for Alberta (1978). The most influential Government members, and the participating groups and their representatives were identified. The boards and committees on which the groups were represented and the terms of reference and years in which these agencies operated were described. Four major issues which were the focus of interaction among the participants, and the positions of the participants on the issues were identified. The proposals prepared by the agencies and groups were identified, and the strategies and information employed by the participants in the development of the proposals were described. The process by which the Government made decisions with respect to the proposals was described, and the views of the Government and of the participants were identified.

CHAPTER 6

A SUMMARY WITH CONCLUSIONS AND RECOMMENDATIONS FOR FURTHER STUDY

Introduction

Chapter One presented the purpose of the study and the research problems and subproblems. Chapter Two presented the conceptual framework and review of the literature for the study, as well as a description of the case study method and the technique of content analysis. Chapter Three outlined the research procedures and design for the study. Chapter Four provided a chronology of the incidents in the two phases of the event, 1972-1975 and 1975-1978. Chapter Five described the interaction of the participants in the event. The participants were identified, the boards and committees in which they participated were identified, the issues which were the subjects of debate were established, and the processes for the development of proposals and the making of the decision were described. This chapter draws conclusions with respect to the event in terms of the conceptual framework, answers the questions raised in the problems posed in Chapter One, and makes some suggestions for further study.

The Purpose of the Study

It was the purpose of this study to analyze the political decision-making system and process involved in the determination of The Goals of Basic Education For Alberta. A conceptual framework was presented in

Chapter 2 which described the characteristics of a political decision-making system and process in education. The components of that system included a general environment, an immediate environment or political decision-making system, the interaction among the participants, and the political decision-making process. A discussion of the determination of The Goals of Basic Education For Alberta in relation to these components follows.

The general environment was conceptualized as composed of the physical, political, social and economic milieu. The period from 1972 to 1978 was characterized by the consolidation of political power by the newly-elected Progressive Conservative Party of Alberta. The 1975 election further decimated the once-powerful Social Credit Party as the Conservative majority in the Legislative Assembly increased. The new Government shifted the political emphasis to economic growth and development. Its leaders were predominantly urban in outlook with close ties to the business community. The Government was keenly interested in education. One of the areas that supporters of the Government advocated was to place more control of educational policy in the hands of non-educators, particularly non-civil servants. There was also a general North American concern with the quality of education and its future direction. The international educational fraternity, Phi Delta Kappa, and the Canadian Education Association both had published statements of goals of education; the Worth Commission presented its review of education Alberta; the Organization for Economic Co-operation and Development completed its reviews of educational policy in Canada (OECD, 1972). Enrolments in the school and the costs of education were escalating. The press reflected these concerns.

The immediate environment was composed of the Legislature, interest groups, associations, and Government systems involved in the political decision-making process in education. The Legislature system was composed of two subsystems, the Government and the Opposition. The Government subsystem included: the Cabinet, or Executive Council, composed of Cabinet Ministers, and included a number of committees, most importantly for education, the Cabinet Committee on Social Planning; the Government Caucus, and its system of committees, including the Education Committee (a member of which was on the Curriculum Policies Board), and the constituency associations, offices and constituents who elected the members to the Legislature. The Opposition parties, because of their few members, lacked the parallel caucus committee structures. However, there were similar constituency associations and offices, and the constituents who elected the Members. Both Government and Opposition parties were supported by provincial party organizations, one function of which was to set party policy.

The involvement of provincial and local special interest groups was apparent in the event. The exception to this pattern was representation from UNIFARM and the Chamber of Commerce on the Curriculum Policies Board. However, both members were not official representatives of these organizations, but, rather were appointed as "public" members of the Board. In addition, there were the universities, and the public colleges, and the religious private schools.

A system of educational associations was involved in the event. These were represented by the provincial associations of teachers, school board trustees, school superintendents, and home and school associations. Each of these organizations was supported by either local or regional structures. The teachers' association was formed of locals at the school district level. Each local elected representatives to the annual provincial representative assembly which established the guiding policies for the association. The school trustees' association represented the locally-elected school boards. The regional groups performed communication and educational functions. Association policy was established at an annual convention. The provincial association of superintendents had a structure similar to that of the trustees. The provincial home and school association was composed of local groups voluntarily affiliated with the provincial association. Association policy and the officers of the association were determined at an annual convention.

There were three components to the Government system, provincial departments, local governments, and boards and committees appointed by the Government. The provincial department of education represented the departments, while locally-elected school boards represented the local government subsystem. The board and committee subsystem was represented by the curriculum boards.

More than one organizational structure type linked the groups to the Legislature. The Elementary and Secondary Curriculum Boards, during the 1972-1975 phase of the event, were similar to Iannacone's Type IV, state-wide syndical structure. The boards were a coalition of associational groups and government officials, all appointed to their positions by the Government, as represented by the Associate Deputy Minister of Education and the Director of Curriculum. The membership, however, was representative of educational interest groups and associations, and government officials only. They were government structures, but rather than dominated by legislators, they were dominated by Department officials. The boards were the focal point for determining curricular policies for Alberta, policies traditionally approved by the Minister of Education upon the advice of the Director of Curriculum. Many of the Departmental representatives sat on both boards. With respect to decisions concerning the goals of basic education, the boards were the focal point for the positions of the interest groups and associations. The groups spoke as one through the chairman of the boards.

In contrast, the organizational structure in the 1975-1978 period while representative of a Type IV, state-wide syndical structure, had features similar to a Type III, state-wide fragmented structure. The Curriculum Policies Board was established by the Government, on this occasion by the Minister, rather than by Department officials. The board was also more typical of a state-wide syndical structure in that the membership included non-educational interests and a Member of the Legislative Assembly. However, the Board, while a focal point for representation by the interests of the groups, was not the exclusive vehicle for their attempts to influence the legislators. The interest groups, associations, public representatives, and also the Department oficials, made independent, direct representations to the legislators in attempts to influence their decision with respect to the goals of basic education. Even some members of the Curriculum Policies Board, whose membership on the Board was not a function of their affiliation with any group or association, chose to make representations directly to the legislators when the views of the Board did not coincide with their own views.

The Elementary and Secondary Curriculum Boards enjoyed some success in their endeavours to have the Legislature approve a statement of goals of basic education. The Government approved the recommended goals as an interim edition, but the boards fell short of their ultimate goal. In this sense, the boards reflected a state-wide syndical structure. In contrast, the Government took the proposal of the Curriculum Policies Board, albeit somewhat abbreviated, to the Legislature and approved the statement. The highly visible exercise, with opportunity for all Albertans to express their viewpoints, and for the groups and associations to influence the Government directly appeared to be more successful in achieving the goal of the Legislative approval of the statement. The power of the structure most closely reflected the fragmented structure in its ability to achieve its goal.

The Elementary and Secondary Curriculum Boards did not enjoy the support of the legislators. Educators were not accorded much power, particularly the administrators who were part of the public service hierarchy. This attitude did not change with the establishment of the Curriculum Policies Board. However, because the Board was not dominated by the Department and educational hierarchy, the Government publicly acknowledged the contribution of the Board and chose to follow its advice. To this extent the Board had considerable power in influencing the Government. The results tended to reflect the syndical type of structure. Nevertheless, the Government tended to reflect a fragmented structure sentiment towards the participants. Departmental administrators were viewed with suspicion; the teachers' association appeared to be supported, but, while the apparent outcomes of Government and the teachers were the same, the motives were different. Government wanted to limit the role of schools in order to place more emphasis on the basics. The teachers' goal was to reduce the workload. The Government was more sympathetic to the business groups. The varied responses of the Government tended to reflect a fragmented structure.

The interests of the participants were accommodated in the Elementary and Secondary Curriculum Boards during the first phase of the event. Each of the organizations who had representatives on the Boards supported the proposal for the goals. Those groups not represented on the Boards were not consulted or involved in the process and did not make representation to the legislators. In contrast, in the second phase, only some of the groups had their interests satisfied by the Curriculum Policies Board. The

Alberta Teachers' Association, the business community, and some public representatives made direct representation to the Government. So did the Department of Education attempt an alternative proposal. This reflects a change to a fragmented from a syndical type of structure during the course of the event. The mixed nature of the linkage structure was further evident from the sources of influence referred to by the MLA's in the debates on the goals. Many of the Members made reference to the contribution of the Curriculum Policies Board, or to the opinions of constituents or to family members' opinions. Seldom, however, did they acknowledge the educational interest groups. Nor did the Members make reference to the work and contribution of the Department of Education.

The four types of linkage structure were classified along the sacred-secular continuum of governance systems. During the first phase of the determination of the goals, from 1972 to 1975, the governance system tended to more closely approximate the sacred end of the governance system. The decision on the goals was made, initially by the Curriculum Boards, and finally by the Minister in private meetings and through confidential correspondence. The goals were published in the curriculum guides, as was the customary practice, as a final decision. The boards were unanimous in their support of the goal statement. There was no public critisim of the goals by the Government. In the second phase of the event, from 1975 to 1978, the governance system had more secular characteristics. The Legislature debated the issues publicly over two years; the matter received considerable attention by the newspapers; members of the public as well as representatives of educational associations participated in the decision; members of the public and the associational groups made direct representation to the legislators on the issues. The final decision was made in public by the Legislature, with open attempts made by the

Opposition to change the statement. The process was much more open than in the first phase.

The leadership styles of the participants reflected the mixed linkage structure. They also reflected the mixed sacred-secular nature of the governance system. In their roles as members of the curriculum boards, the representatives of the association groups were also appointed government officials. In the first phase, they were only educational interest groups. In the second phase, the members of the boards included other groups, the public and a legislator. In this sense, they were representative of the synarchical type of leadership style. However, the same members and their associations made representation directly to the government, pressing their own or their group's special interests. As an example, the Alberta Teachers' Association pressured the Government to limit the role of the schools in order to reduce the responsibilities of teachers; the Department pressed for a broader interpretation of basic education; the business community advocated limiting the role of schools in order to produce students better educated in the academic skills. Their approach to government was more fragmented than in phase one, characteristics of a polyarchical style of leadership. The leadership styles tended towards the secular end of the continuum.

The political lifestyle of the participants also reflected the mixed nature of the organizational structure which linked the groups to the Legislature. In the first phase, the members of the groups formed a coalition speaking with a common voice to the government. In the second phase, the members spoke in part with a common voice, but tended to fragment as development proceeded, and spoke increasingly to the government as advocates of their respective groups' positions on the issues. The political lifestyles ranged between the coalitional and competitive types, reflecting organizational units linking the groups to government that was closer to the secular end of the sacred-secular continuum.

Campbell and Mazzoni as well as Iannacone emphasized the importance of information as a resource in political power. Iannacone classified organizational structures according to the quantity and nature of information and their control of it. The curriculum boards in phase one virtually controlled the information base. They and the Joint Committee drew on the universities, the research capabilities of the Department, the Canadian Education Association and Phi Delta Kappa, as well as the experience and expertise of educators and school administrators throughout the province. The Curriculum Policies Board drew on a similar broad base of information. It was supplemented by the additional expertise of the Alberta Teachers' Association, making the information base even larger. However, the Alberta Teachers' Association information, as well as that presented to government independently by the members of the Board and their groups, broke the monopoly of the curriculum boards and the Department. The government, then, was confronted with more biased and competitive information, and was therefore more subject to the suasion of the groups and less inclined to depend on the Board and the Department for information. The second phase also presented a source of information more personalistic in nature. Some of the Board members who were representatives of the public presented a personal point of view on the issues, rather than one rooted in educational experience or expertise. The opinions of these participants represented "gut feelings" about education or what they perceived the public to want. They tended to reflect the values of upper socio-economic classes of society. The result is a portrait of the quantity, nature and control of information characteristic of the entire continuum. Nevertheless, the dominant characteristics of this correlate was a large to very large information base, generally precise and predictable, although less predictable in the latter stages of the event, and generally monopolized by the boards. The information correlate tended to reflect a more secular governance system, representative of syndical and fragmented type of structures.

The organizational structure which linked the groups to the Legislature was a mixed fragmented/syndical structure. The basic structure was a coalition of the educational associations, interest groups, public representatives and legislators, and the Department of Education. All members were appointed to their positions on the structure by the government. The educational associations represented province-wide interests, while the interest groups represented both province-wide and local interests. The structures were dominated either in whole or to some degree by the Government through the agency of the Department. The educational associations' representatives were administrators. The members were primarily from urban areas. The structure was controlled by a mixed synarchy and polyarchy, whose political lifestyle was coalitional and competitive.

Iannacone suggested that the linkage structures change as a result of gaps between the closed-system politics of educational systems and the more regular rate of change of societal systems, and as a consequence of changes in the political power structure in government. At the beginning of the determination of the goals the system of decision-making in education was firmly in the control of the educational system. Educational decisions related to the goals of education were made by Department dominated boards and committees and recommended to the government by the Department officials. The major educational interest groups, the Alberta Teachers' Association, the Alberta School Trustees' Association, universities, CASS, AFHSA, urban school boards, and colleges, were represented on the boards. Their views were co-opted and represented to the government as the consensus views of the educational system.

Initially, the change in government in 1971 did not affect this system. However, in 1976 the government changed the system by establishing a new board whose membership included non-educators and an MLA. The government was more inclined to have its elected officials become directly involved in matters of policy. The MLA's encouraged the opinions of their constituents and party members with respect to educational policy rather than relying exclusively on the advice of the educational system. The government chose to debate the issues publicly rather than permit the educational system to make the decisions in curriculum board meetings.

Vestiges of the old system remained. The Curriculum Policies Board was chaired by the Director of Curriculum as he had the former boards. The significant educational organizations were still represented. Recommendations from the Board were still made through the chairman to the Minister. The Department continued to play both monitoring and support roles with respect to the Board. But the power of the non-educational systems had increased at the expense of the educational system. The elected officials of Government had assumed a more central role in policy-making also at the expense of the power of the educational system, and in particular, at the expense of the power of the Department of Education. Now, rather than working through the curriculum boards exclusively to achieve their interests, the groups also went directly to the Government. The Department of Education declined as the controlling interest in educational decision-making to more of a group with special interests attempting to influence the government.

It appears that as the event began in 1972, the political decision-making system most closely approximated Iannacone's Type IV, syndical structure. As the event progressed, the system metamorphisized to a structure similar to the fragmented structure, but with vestiges of the previous structure still in place, such as the Curriculum Policies Board. It could be concluded that the decision-making system had achieved a syndical type structure when the change of government created the dynamics for change to another type of structure. The process of change from a fragmented structure to a syndical structure was reversed. The change in government was not sufficient to cause a collapse of the system to a disparate type structure or to create a new monolith. But it was enough to establish a system that was more competitive among the groups and less monopolistic than with the previous system.

The basic features of the system remained. Educational interest groups and other groups from the general environment still were the major components of the political system influencing government decisions. Government as the central power in educational decision-making was reinforced. The basic policies were established in the interaction between the representatives of the groups and elected officials of government. The decisions on educational policy were made by those agencies of government, Cabinet and the Legislative Assembly, who had the legal authority to make the decisions and enforce them.

The research problems are answered by addressing the specific sub-problems.

Problem 1: What was the structure of the political decision-making system in the determination of the Goals of Basic Education for Alberta?

Subproblem (1) asked what organizational structures in the

Government of Alberta were involved in the determination of the goals. The dominant structure was the Legislative Assembly. The elected officials of the Government party and the Opposition parties formed the Legislative Assembly. The Cabinet, or Executive Council, formed a second structure of the Government involved in the determination of the goals. The Cabinet was composed of the Ministers selected by the Premier to administer the departments of Government. Cabinet was organized into several committees, the most important of which insofar as this event was concerned was the Committee on Social Planning. The membership included the Minister of Intergovernmental Affairs, as chairman, the Minister of Advanced Education and Manpower, the Minister of Education, the Minister without Portfolio responsible for Native Affairs, the Minister of Telephones, the Minister of Social Services and Community Health, the Minister of Culture, the Minister of Hospitals and Medical Care, and the Minister of Labour. A third structure of Government involved was the Government Caucus. Caucus was formed of all the elected Members of the Legislative Assembly who were members of the Conservative Party of Alberta. The fourth Government structure was the Department of Education. It was composed of appointed officials and employees of the Government responsible for the administration of provincial responsibilities in education. Not until 1975 did the Government Caucus become involved in the event. From the time that the chairman of the Caucus Education Committee was appointed to the Curriculum Policies Board, Caucus became more involved, finally agreeing that the goals should be approved. Cabinet and the Social Planning Committee did not become involved until the Curriculum Policies Board proposal was submitted. It was this committee's decision to shorten the proposal and recommend it for approval. The Legislative Assembly first became involved in 1976 and continued its participation until 1978 when the goal statement was approved. The Department was the dominant structure of Government in the first phase of the event, and continued to play an active and influential role throughout.

Subproblem (2) asked for the identification of the organizational structures in which the participating groups and their representatives interacted. With respect to the determination of the Goals of Basic Education for Alberta, the groups and their representatives interacted in the Elementary and Secondary School Curriculum Boards, the Joint Committee on the Aims and Objectives of Education, and the Curriculum Policies Board. While it is assumed that informal interaction occurred among the groups outside of these agencies, it was in the formal meetings of these boards and the committee that discussion and debate on the issues and proposals occurred.

Chapter 5 provided a detailed description of the structure, functions and membership of the boards and the committee. The boards and their terms of reference were established by the Minister in consultation with the Department. The Joint Committee was established by the two Curriculum Boards. The terms of reference of the Curriculum Policies Board were more extensive than those of the Curriculum Boards. Not only was the Curriculum Policies Board to advise the Minister with respect to the content and organization of programs and learning resources such as textbooks, but also policy matters such as the goals of education, the evaluation of programs of study, approval of school board developed programs, and the process of curriculum development and implementation were to be addressed by the Board. It was significant that the determination of what additional matters were to be considered by the boards were to be decided by the Minister for the Curriculum Policies Board, whereas this determination was made by the Director of Curriculum for the two Curriculum Boards.

The manner in which the members were appointed varied between the Curriculum Boards and the Curriculum Policies Board. The non-Departmental members of the Curriculum Boards were appointed by the Associate Deputy Minister and the Director of Curriculum from among nominations made by the participating groups; the Departmental representatives became members by virtue of their positions with the Department. The members of the Joint Committee were appointed by the Director of Curriculum. In contrast, the members of the Curriculum Policies Board were appointed by the Minister, either from the nominations of participating groups, or, as was the case with citizen-at-large members, from among nominations and applications received in response to newspaper advertisements.

The membership of the boards also varied. The Curriculum Boards and the Joint Committee were formed from representatives of educational associations or institutions and the Department of Education, whose membership formed the majority. The Curriculum Policies Board, however, was composed of eight educators and eight non-educators, one of whom was a Member of the Legislative Assembly. One of the eight educators was the Director of Curriculum who was Chairman; the Director of Curriculum had also been chairman of the Curriculum Boards.

Subproblem (3) asked for the identification of the organizational settings in which the representatives of the participating groups interacted with the legislators. The Elementary and Secondary School Curriculum Boards and the Curriculum Policies Board were the principal setting for interaction of the educational associations with the Government. The interaction in this setting occurred between the Director of Curriculum and the Minister. Department of Education officials also interacted throughout the event with the Minister as well as with other MLA's in Caucus Education Committee or the Cabinet Committee on Social Planning. The members of the Joint Committee, with the exception of Dr. Torgunrud, had no contact with the legislators in respect of the goals. Additional settings for interaction between the groups and the legislators emerged in the second phase. The representatives of the non-educational groups, for example, the Chamber of Commerce, made representations to the Government outside of the Curriculum Policies Board. Some members of the Board also made their views known directly to the Minister by letter. Members of the Board, for example, Mr. Curran and Mrs. Milner, were residents of Calgary and political confidants of legislators, and made their views known to the Government during informal political contacts. Educational associations also interacted in settings other than the Curriculum Policies Board. The Alberta Teachers' Association submitted briefs to the Government on the subject of the goals and with respect to the "back-to-the-basics" issue. Local members of the Alberta Teachers' Association contacted their MLA's directly to make known the views of teachers with respect to the proposals for the goals. The Department of Education used its relationship with the Minister to attempt to persuade the Government to adopt a model for the goals that was different than the proposal of the Curriculum Policies Board. The Director of Curriculum provided the ingredients for the addresses of the Minister of Education to the Legislative Assembly. He also briefed the Caucus and Cabinet committees with respect to the Curriculum Policies Board proposal and aided the Cabinet committee in its decision with respect to the final proposal put before the Legislature.

Subproblem (4) asked for identification of the organizational settings in which the decisions of the Government were made. At the conclusion of the first phase, in 1974, the decision to have the Department publish the recommended goals of basic education as an interim edition was made by the Minister. It was a decision based on the negative response of the Premier and Caucus Education Committee to the proposal. The Department proceeded to publish the statement and include an excerpt in the curriculum handbooks.

The Goals of Basic Education for Alberta (1978) were adopted by a formal decision of the Legislature. The decision to take the resolution to the Legislature was made by the Government Caucus. The members were generally supportive of the proposal of the Curriculum Policies Board. The final decision with respect to the contents of the statement was made by the Cabinet Committee on Social Planning. It was the Committee that decided to eliminate all but the introduction to the statement and the sections of the report which presented the Goals of Schooling and the Goals of Education. It was also this Committee that changed the wording slightly to place more emphasis on constructive education and learning about tradition.

As displayed by the determination of The Goals of Basic Education for Alberta (1978), the political decision-making structure began as a system in which only educational groups and agencies participated. The structures were the Elementary and Secondary School Curriculum Boards and the Joint Committee on the Aims and Objectives of Education, agencies established under the authority of the Minister of Education by officials of the Department of Education. As the event proceeded, these boards were replaced by the Curriculum Policies Board established by the Minister. These organizational structures provided the forum for the interaction among the groups and individuals involved in the event. They also formed the principal link between the associations and groups and the legislators. However, as the event proceeded in its second phase, the interaction between the groups and the legislators became more fragmented. The boards lost their ability to co-opte their members as they and their associational groups made representations directly to the legislators. The locus for decision-making at the beginning of the event was consistent with the closed-system nature of the organizational structure. The decisions of the boards and the Government were made in private and published as a decision having been made. The locus for decision-making changed in the second phase to the Legislature. It became open to public debate and scrutiny and to the direct influence of non-educators.

Problem 2: Who were the key decision-makers and influential participants in the determinations of the Goals of Basic Education for Alberta?

Subproblem (1) asked for the identification of the Government members who played key roles in the determination of the Goals of Basic Education for Alberta. The key MLA in the event was the Honourable Julian Koziak, Minister of Education in the 1975-1978 phase of the event. Mr. Koziak established the Curriculum Policies Board and established the development of the goal statement as a priority for the Board. He persuaded the Cabinet and Caucus to include a debate on the goals of education in the spring, 1977 session of the Legislature. He brought the proposal of the Curriculum Policies Board to Caucus and Cabinet for their consideration. His eloquent introduction to the debate of the resolution in 1978 paved the way for serious and positive consideration of the issues by the legislators. He successfully steered a middle course between the demands of some Government members and the business community and those of the educational system. He proved to be responsive to all three dimensions of the decision-making system while moving the focus of programs towards greater emphasis on academic programs.

The Honourable Peter Lougheed, Premier of Alberta, emerged as a key influence on the content and structure of the goal statement. Mr. Lougheed did not consider the proposal from the Curriculum Boards to satisfactorily provide for the future direction of education in the Province and advised Caucus and the Minister of his opinion. At the national conference of the Canadian Education Association in 1977 he stressed that there had to be more emphasis on the core subjects and less on options, that students must be taught more about Canada, and that the schools should have more limited responsibilities. The Premier indicated that Alberta was moving in this direction in the determination of the goals of education. Mr. Lougheed also spoke in the final debate on the resolution in the Legislature, again emphasizing the basic academic skills and history as the priorities for education.

Ron Tesolin, Chairman of the Caucus Education Committee, during the 1975-1978 phase of the event also played a key role. Although, he was in a delicate position as a member of the Curriculum Policies Board, and an MLA, Mr. Tesolin was able to bring both the legislator's and the educator's perspective to the debate. His articulate and persuasive presentations in Caucus and in the Assembly reminded his colleagues of the need to look at the goals from various perspectives. He also brought the perspective of Government to the discussions in the Board as well as communicating the progress and substance of the interaction among the Board members to the Premier, the Minister and Caucus.

The Honourable Lou Hyndman, Minister of Education during the 1972-1975 phase, also played key roles in the event. It was his decision to make the goal statement proposed in 1974 an interim statement. He was the Chairman of the Cabinet Committee on Social Planning when the Curriculum Policies Board proposal and the alternative proposed by the Department of Education were considered by the Committee.

The Honourable Dr. E.A. Hohol and the Honourable Roy Farran also played important roles. In the discussions in the Cabinet Committee on Social Planning they were outspoken critics of the sections of the proposal which discussed the needs of the individual and the needs of society. They were also critical of several of the Goals of Education which did not appear, from their perspective, to contribute to the education of students in core academic skills and knowledge.

Subproblem (2) asked for the identification of the groups and individuals that played the key roles in the determination of the goals. The Department of Eduation emerged as the single, most influential group in the determination of the goals. By its ability to determine who served on the Curriculum Boards from 1972-1975 and by sheer numerical superiority, the Department controlled decision-making with respect to the goals. The Department also controlled the information provided to the Boards, although the data were large and varied. The Department, through the Director of Curriculum and the Associate Deputy Minsiter, controlled the information and advice to the Minister with respect to curriculum decision-making. This was complemented by the powerful Directors' Council of Alberta Education and the Deputy Minister, who supported the recommendations of the Director and Associate Deputy Minister. For the most part, however, the decisions of these two officials were generally unquestioned by other Department officials. Both officials sat on both Curriculum Boards and the Director of Curriculum was also a member of the Joint Committee on the Aims and Objectives of Education.

The influence of the Department began to wane in the second phase of the event. Membership from the Department on the Curriculum Policies Board was reduced to two. However, the Director of Curriculum was named as permanent Chairman of the Board and the Associate Deputy Minister was named as the other representative of the Department. The Director and the

Curriculum Branch continued to supply the information as well as the administrative services for the Board; the Executive Secretary of the Board was an employee of the Department and a member of the Curriculum Branch. The Director of Curriculum remained the conduit through which the advice of the Board was relayed to the Minister, but the composition of the Board circumscribed his discretion. Whereas in the first phase the recommendations for the goals were a consensus recommendation of the Curriculum Boards and therefore the Department and the Director of Curriculum, the proposal of the Curiculum Policies Board was a majority recommendation, not endorsed by two of the members. Nor was it endorsed by the Department, and in particular the Director of Curriculum and the Curriculum Branch. This was apparent to the Minister and he asked for a proposal from the Department. That proposal was not consistent with the proposal of the Curriculum Policies Board.

In the first phase of the event, two of the other groups played key roles in the determination of the goals. The Conference of Alberta School Superintendents provided the leadership for the Joint Committee and the University of Alberta provided the personnel to develop the first proposal. It was also a representative of the University of Alberta who created the motivation for a new Joint Committee to revise the proposal prepared by the original committee. In the second phase, from 1975-1978, more groups played key roles. The Alberta Teachers' Association not only participated in the Curriculum Policies Board deliberations and proposal development, but also made direct submissions to the Government with respect to the separation of the Goals of Schooling and the Goals of Education and the emphasis on the basics. The business community also played a key role. Their representatives on the Curriculum Policies Board took a consistent stand on greater emphasis on basic skills. They used letters to members of the Board subcommittee, letters to the Minister and informal discussions with Members of the Legislative Assembly to press their points of view. The Conference of Alberta School Superintendents continued to play a key role. Their representative was a vocal participant in discussions on the goals and a leader in attempts to set priorities among the goals.

One individual from among the groups played the key role in the determination of the Goals of Basic Education. Dr. Torgunrud was Chairman of the Curriculum Policies Board and Director of Curriculum for the Department when the Goals of Basic Education were approved by the Legislature. Dr. Torgunrud had been a member of the Committee on the Aims and Objectives of Elementary Education. In his Ph.D. studies he studied the goals of education, the results of which were one of the references for the Curriculum Policies Board. He was Chairman of both Curriculum Boards from 1972 to 1975 when they were disbanded, and was a member of the Joint Committee. As Director of Curriculum throughout the event he controlled curriculum development from 1972 to 1978 and was the principal advisor to the Deputy Minister and Minister with respect to curriculum policy and the development of the goals. As Chairman of the boards, Dr. Torgunrud controlled much of the pace of development of the proposals. Through the resources of his branch, he was able to provide the information upon which the boards and committees based their deliberations. It was Dr. Torgunrud who appointed the members of the Curriculum Boards and the Joint Committee. He also, with the co-operation of the University of Alberta, selected the two faculty members to draft the original proposal for the goals. He selected the executive secretary for the Curriculum Policies Board and directed and supervised his activities. It was Dr. Torgunrud who selected the journalist to prepare a non-educators viewpoint on the goals in 1977. It was under his direction that the Curriculum

Branch prepared an alternative proposal for consideration by Directors' Council in 1977. Dr. Torgunrud briefed Cabinet and Caucus Education Committee with respect to the goals and provided the Minister, Mr. Koziak with the details on the background to the development of the goals as well as material for his addresses. His decision-making authority position, leadership, knowledge of the issues and persistence made him the key actor in the event among the participants, both elected and appointed.

Dr. Hrabi also emerged as a key participant in the event. Dr. Hrabi was an Associate Deputy Minister in 1978 when the Goals of Basic Education were approved. He was a member of the Curriculum Boards and the Curriculum Policies throughout the event. Dr. Torgunrud, as Director of Curriculum, was organizationally responsible to Dr. Hrabi. Hence, the decisions of Dr. Torgunrud, particularly during the 1972-1975 phase, were decisions supported and endorsed by Dr. Hrabi. Dr. Hrabi actively participated in the debates in the boards on the goal proposals. His opinions were given careful consideration by the members, in particular by Dr. Torgunrud, and carried substantial weight. Dr. Hrabi was Chairman of the Directors' Council subcommittee which endorsed the proposal of the Curriculum Branch that was presented to the Minister as an alternative to the Curriculum Policies Board proposal.

Dr. Hawkesworth played a key role in the event. He was Deputy Minister throughout the 1972-1978 period and in that capacity provided the support for Dr. Torgunrud and Dr. Hrabi for their endeavours. He was instrumental in ensuring that Dr. Torgunrud had direct access to the Minister and thus in a position to influence the Minister with respect to development of the goal statement. Dr. Hawkesworth was influential in other ways, too. He participated in the discussions during both phases of the event, but more actively in the first phase. During that time, he brought to the Curriculum Boards his perceptions of directions in education at the international level, perceptions which provoked substantial review. It was through Dr. Hawkesworth that the Faure Report became one of the information sources for the boards. As Chairman of Directors' Council, Dr. Hawkesworth directed that an alternative to the Curriculum Policies Board proposal be developed, and endorsed the reommendation of the alternative proposal for consideration by the Minister.

Mr. Romanko played a key role in the event. With the exception of the second draft proposal prepared by the journalist, Mr. Romanko prepared the draft statements for the consideration of the Curriculum Policies Board. The significance of this role cannot be underestimated. As the key writer of proposals, Mr. Romanko crystallized into workable form the ideas and opinions of the members of the Board, but the language of the documents and their conceptual perspective were those of the writer. Written by another person, the drafts and the eventual outcome might well have been quite different.

Similar statements can be made about the draft proposals prepared by Dr. Pearson and Dr. Miller. As the first writers of the early statements on the goals of basic education it was their form of expression and their interpretation of input from the Joint Committee and the information supplied by the Department that established the base for the final proposal. Dr. Pearson and Dr. Miller played a key role in the first phase in their capacities as the writers of the draft proposals.

Dr. Keeler, Executive Secretary of the Alberta Teachers' Association, played a key role. Other representatives of the Alberta Teachers' Association were members of the boards and participated in the development of the proposals. However, it was under Dr. Keeler's direction that the submissions to the Government from the Alberta Teachers' Association were prepared. It was with his guidance that the members of the Provincial Executive Council made their presentations to Cabinet and teachers were mobilized to influence the Government Members with respect to limiting the role of the schools and the definition of the basics. Dr. Keeler participated personally in the debate through statements and articles in the official publications of the Alberta Teachers' Association, thereby influencing both teachers and the public with respect to the goals.

Mr. Bruce also played a key role. He was chairman of the original Joint Committee as well as the reconstituted committee in 1979, which developed the proposal for the 1975 goal statement. He was credited with providing much of the incentive to keep the original committee at its task. He was instrumental in presenting the proposal of the committee to the Curriculum Boards in 1974 and persuading the boards of the acceptability of the proposal.

Mr. Curran emerged as a participant who played a key role in the event. As a school board chairman and an active participant in the Progressive Conservative Party in Calgary, Mr. Curran used his positions to persuade the Premier and other Calgary Members of the Legislative Assembly that there should be greater emphasis on basic programs in the schools. This was also a theme he pressed home in meetings of the Curriculum Policies Board. Unable to convince his fellow Board members that options and non-academic programs should be eliminated, Mr. Curran wrote to the Minister directly expressing his dissatisfaction with the proposed goals. He used a similar vehicle to attempt to persuade Mrs. Milner to support his position.

Many groups and many individuals participated in the event and made contributions. However, the Department of Education and the Alberta Teachers' Association played the dominant roles, albeit a much smaller role by the Alberta Teachers' Association. Dr. Torgunrud emerged as the one person to play the key role in the event, with Dr. Hrabi, Dr. Hawkesworth, Mr. Romanko, Drs. Pearson and Miller, Dr. Keeler, Mr. Bruce and Mr. Curran, playing key, but less dominant roles. The role of the three writers, Pearson, Miller and Romanko further enhanced the significance of the role of Dr. Torgunrud because of their administrative relationship to his position as Director of Curriculum. His influence and editorial advice with respect to their draft proposals was an elemental factor in the substance of the documents that went to the committees or boards.

Subproblem (3) asked for identification of the major issues addressed by the participants. Of the issues addressed by all the participants, including the Legislature, four emerged as the major issues:

(1) The goals to be included in the statement of the Goals of Basic Education for Alberta;

(2) The educational priorities to be emphasized in the statement of the Goals of Basic Education for Alberta;

(3) The primary responsibilities of the schools, and those shared with other agencies such as the home, the church, the media and community organizations, for the education of children in Grades 1 to 12 in Alberta;

(4) The future effect of the determination of the Goals of Basic Education for Alberta, 1978, on the programs of study, the evaluation of student achievement, and on the persons and agencies who would participate in the implementation of the goals.

No issue was as hotly debated as the goals to be included in the statement. It was closely followed, however, by the issue of the educational priorities to be emphasized. The sub-issue of "back-to-the-basics" received the greatest attention in respect to the priorities question. Limiting the responsibilities of the schools produced the sharpest divisions among educators, but it was a less important issue than the previous two. Of the four issues not revealed as major issues, the issue of the respective responsibilities of the Legislature, other agencies and individuals for setting the goals of education was important in its impact on who made the decision and who was most influential with the Government. The subject did not receive much consideration by any of the boards or committees, nor was it given much public debate by the legislators, but it was an issue to the extent that the Government restructured its advisory mechanisms, the Curriculum Boards, in order to provide for more input from non-educational groups. Equally important was the decision by the Government to make the decision itself.

Subproblem (4) asked for the identification of the views of the Government with respect to the major issues. The Government considered the most important goals to be development of communication skills such as reading, writing and speaking, development of mathematical skills and knowledge, knowledge of the sciences, Canadian history, geographical institutions, health and physical education, education in the fine arts, the development of vocational skills, and citizenship - the development of social and personal responsibility.

The priorities among the goals were considered to be the basics, communication and mathematical skills, social and personal responsibility, and a knowledge of Canada. The final decision, however, reflected a concession of the Government to support a broader view of basic programs which included the social studies, fine arts, industrial arts and home economics, health and physical education, the sciences and learning skills. The Government retained its view that schools should provide fewer options for students. It was the final position of the Government on this issue that by establishing the Goals of Schooling and the Goals of Education, the priorities for school and therefore education had been set.

It was the position of the Government that the responsibilities for education should be shared among the school, the home, the parents and other agencies in the community. This position was taken repeatedly by the Premier and Mr. Koziak, and endorsed by all the Government Members. The response of the Government to this principle was to limit the responsibilities of the schools by identifying separate Goals of Schooling and Goals of Education.

With respect to the future effect of the goal statement, it was the position of the Government that the goals would establish the directions for the development of programs for students to study in the schools and identify the programs which were to be most important. The goals were seen also to signal to educators what the Government considered most important for the schools to achieve. The goals were expected also to serve as the basis for setting standards and establishing for parents what they could expect of the schools.

With respect to the issue of who was to be responsible for establishing goals for education, the Government stated clearly that it was to be the Legislature. It was a message stated by the Premier at the Canadian Education Association convention in 1977 and reiterated in the debate on the resolution in 1978.

Subproblem (5) asked for identification of the views of the participants that were held by the Government. The Government viewed educators generally as having too much control over the direction of education, and out-of-step with the expectations of society of the schools. The

Department of Education and other senior educational administrators, in particular, were viewed as being in control of education. Teachers, on the other hand, as represented by the Alberta Teachers' Association, were viewed more sympathetically. The Government supported the position of the Alberta Teachers' Association that too much was expected of teachers and schools. Parents and community agencies were viewed as having placed too much responsibility on the schools. The Government viewed the business and professional community as its allies in the endeavour to wrest control of goal determination and educational priorities from educators.

Subproblem (6) asked for identification of the groups and individuals who had the most influence on the Government. It appears that the views of the business community were the most consistent with those of the Government. The most important goals were to develop basic skills. The school should be graduating literate, academically competent and socially responsible students with a knowledge of Canada. The Alberta Teachers' Association held views similar to those of the Government with respect to limiting the responsibilities of the schools. However, the Alberta Teachers' Association had a broader interpretation of the basics in education. The final expression of the basics by the Government approximated the views of the Alberta Teachers' Association. The Government accepted the advice of the Curriculum Policies Board, not only because the legislators concluded that the proposal most closely approximated a politically acceptable choice, but also because the Board was an agency established by the Government. To reject the advice of the Board would be to admit that the choices of the Government for its advisors was wrong. The Government did not accept the advice of the Department of Education. It is possible that the goal statement proposed by the Department was unacceptable to the Government. However, the goals and the format were not that dissimilar to the proposal of the Curriculum Policies Board. What is more likely was that the Government viewed the Department as having had too much control. The Department may also have symbolized an educational philosophy of the 1960's and early 1970's. For these reasons the Government may have felt compelled to reject the recommendations of the Department. Beyond any doubt, however, the Department, and in particular Dr. Torgunrud, were instrumental in the Government succeeding in establishing the Goals of Basic Education for Alberta. Dr. Torgunrud's vision, dedication and persistence were the key variables in the achievement of this event.

Problem 3: How were the Goals of Basic Education for Alberta Determined?

Subproblem (1) asked for identification of the proposals developed for the goals of basic education. Three proposals were developed. The first proposal, The Goals of Basic Education Grades 1-12, resulted in the Interim Edition, Goals of Basic Education, Grades 1-12, approved by the Minister of Education, Honourable Lou Hyndman in 1974. A second proposal, the Goals of Basic Education for Alberta was proposed by the Curriculum Policies Board in 1977 and formed the basis for the statement approved by the Legislature. The Department of Education also submitted a proposal in 1977 titled The Goals of Basic Education.

Subproblem (2) asked for identification of how and by whom the proposals were developed. The first proposal was developed by the Joint Committee on the Aims and Objectives of Education. The members of that committee were either Department officials or school superintendents. They were assisted in their task by two professors from the University of Alberta whose task was to draft proposed statements. In the latter stages of the life of the committee, the membership expanded to include representatives of the

Alberta Teachers' Association and the Alberta School Trustees' Association. The Elementary and Secondary School Curriculum Boards reviewed the recommendations of the committee and directed revisions to be made by Dr. Torgunrud with the assistance of his staff and the two writers. The final adjustments were made by Dr. Torgunrud and his staff and recommended by him to the Minister.

The second proposal was developed by the Curriculum Policies Board. The first draft was prepared by Mr. Romanko. A second draft was prepared by a journalist. It was revised and submitted as a third draft by Mr. Romanko. The final drafts were prepared by Mr. Romanko under the direction of a subcommittee of the Board chaired by Mrs. Craigie. Dr. Torgunrud recommended the proposal to the Minister on behalf of the Board.

The third proposal was developed by the Department of Education. The first draft was prepared by Dr. Torgunrud with the assistance of the Associate Directors of Curriculum. It was subsequently revised and recommended to Directors' Council. Council made further revisions and recommended the proposal as alternative number one for the consideration of the Minister.

Subproblem (3) asked for identification of the information which formed the basis for the proposals. The initial resources for the first proposal were: A choice of Futures (Worth, 1972), Charting Directions for Change (Department of Education, 1969), The Goals of Secondary Education (SSCB, 1973), and The Aims and Objectives of Elementary Education ESCB, 1972). Additional sources of information which appeared during the development of the proposal included the Faure Report (UNESCO, 1973), Goals of Education (Phi Delta Kappa, 1973), the Purposes of Education (CEA, 1973), and The

Autonomous Individual, an unpublished paper prepared by Dr. L. Marshall of the University of Saskatchewan.

For both the Curriculum Policies Board and the Department of Education proposals, the sources of information were the same. They included: the Interim Edition, Goals of Basic Education, Grades 1-12 (Department of Education, 1975), studies on the goals of education, and the documents from the first phase.

Subproblem (4) asked for identification of who supplied the information. With the exception of the views of the members, the Department of Education was the source of information for the development of the proposals. The two writers from the University of Alberta who prepared the drafts for the Joint Committee also used the extensive resources of the University libraries. Dr. Torgunrud and the Curriculum Branch supplied the information to the boards and committees. There is no evidence that the members of the boards and committees supplied other information of a similar nature.

Subproblem (5) asked for description of how the proposals were transmitted to the Government. Both the Curriculum Boards' proposal and the proposal of the Curriculum Policies Board were transmitted by Dr. Torgunrud. The proposal of the Department was submitted as a component of a Request For Decision over the signature of the Deputy Minister, Dr. Hawkesworth.

Subproblem (6) asked for a description of the response of the Government to the proposals. Mr. Hyndman, the Minister of Education in 1974, was not prepared to take the proposal of the Curriculum Boards to the Legislature as the goals of basic education. It was not considered to be a satisfactory representation of the direction the Government wished to give to education nor a significant departure from an orientation to the aims of education in the 1960's. Mr. Hyndman was prepared to accept the proposal as the Interim Edition of the goals.

The initial response of the Government to the proposal of the Curriculum Policies Board was favourable. However, there remained doubts that it had captured the intent of the Government; The Department was requested to prepare an alternative. The Department proposal was rejected. A condensed version of the Curriculum Policies Board proposal, with several amendments, was submitted for the approval of the Legislature.

Subproblem (7) asked for a description of how the Government chose among the proposals. By designating the proposal of the Curriculum Boards as an interim edition of the goals, the Government rejected the proposal as an alternative. The decision was made after review of the proposal by the Premier and by Caucus Education Committee. The Minister advised the Deputy Minister and Dr. Torgunrud of the decision.

The decision to place the amended statement before the Legislature was made by the Cabinet Committee on Social Planning. Caucus had reviewed the proposal of the Curriculum Policies Board, but wished to discuss the continued emphasis on non-academic programs with their constituents. Based on the responses to these inquiries in the fall of 1977, the Social Planning Committee chose to accept the statement of goals. However, the sections which discussed the needs of the individual and of society, and the role of the school in society were deleted. The Department proposal was rejected.

The Goals of Basic Education for Alberta were determined by a process of interaction among the groups, associations and individuals who had an interest in the outcomes of the decision of the Government. The Department of Education controlled the developmental process, the selection of the persons to draft proposals, and the information to be used by the representatives of the groups and associations in the development of the proposals. To begin with, the Department also decided who was to participate, and in what structure and controlled as well submission of the recommendations to the Government. As the event progressed and concluded, the participants had begun to attempt to influence the legislators directly and the influence and control of developments moved to the legislators. What began as a decision-making system closed to all but educators and educational interest groups, changed to an open, more fragmented process of influence on Government decisions. What had been a controlled, deliberate and unpoliticized system for educational decision-making became more highly politicized, controlled by the legislators rather than educators.

Suggestions For Further Study

The analysis of the political decision-making system and process involved in the determination of The Goals of Basic Education for Alberta, (1978) suggests the need for further studies of the ways in which groups with an interest in educational decisions of Government interact to influence Government policy. This study suggests that changes in government create a gap between the education decision system and what society expects of education and results in changes in the educational decision structure in which educational interest groups interact to influence government. Further study of educational policy decisions by government might confirm a hypothesis that the influence structure alternates between a system where the influence of the groups is co-opted into a government structure and one where the groups compete with one another to influence government as separate entities. This study also suggests further study of the role of Departments of Education in

Canada as educational interest groups rather than as the administrative arms of government. Such studies could lead to the development of a model for political decision-making in education reflective of the Canadian political system. Further case studies of political decision-making in education could contribute further data to an understanding of education in Alberta. Studies using similar methodology could contribute to refinement of the case study method as a research tool in educational research.

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1977 February 24
February 28
March 2
March 9
March 11
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May 11
May 15

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Minutes of the Meeting of December 16-17.
1977 Minutes of the Meeting of March 7-8.
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3. Directors' Council of Alberta Education.

1973 Minutes of the Meeting of September 30.
1974 Minutes of the Meeting of June 7.
1977 Minutes of the Meeting of June 27.
Minutes of the Meeting of November 14.
Minutes of the Meeting of the Curriculum, Instruction and Evaluation Sub-Committee, November 24.
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2. Calgary Albertan

1977 May 17
October 6
1978 April 4

3. Calgary Herald

1975 May 5
1977 May 17
May 19
May 30
October 5
October 7
October 13
1978 April 5
April 20
May 16

4. Edmonton Journal

   1976 May 12
   1977 May 17
   October 4
   October 6
   April 5

5. Edmonton Sun

   1978 April 4

APPENDIX A

MEMORANDUM TO MR. BEN SIMON FROM DR. E.K. HAWKESWORTH AUTHORIZING ACCESS TO DEPARTMENT OF EDUCATION RECORDS

NOVEMBER 12, 1981

E.K. Hawkesworth
Deputy Minister

November 12, 1981

Mr. Ben Simon
Records Officer

This will authorize Mr. Brian Fennell

to examine the Department of Education files and records regarding

Goals of Basic Education

It is understood that the files may not be removed from the Department offices nor duplicated.

E.K. Hawkesworth
Deputy Minister

APPENDIX B

PARTICIPANT SURVEY LETTER

SEPTEMBER 30, 1983

September 30, 1983
9th Floor Devonian Building, W. Tower
11160 Jasper Avenue
EDMONTON, Alberta
T5K OL2
PHONE: 422-4037

Dear:

I am conducting a Ph.D. thesis study entitled "**Political Decision-Making in Education: A Case Study of the Development of the Goals of Basic Education for Alberta, 1978.**"

May I please have your assistance in identifying the individuals and groups that were key participants in the process which culminated in the approval of the statement of goals by the Legislature on May 15, 1978? This information will help me to identify persons to interview or verify the account of what happened. A key participant is a person or group that participated directly in some aspect of the event or throughout its course.

Enclosed are lists of the individuals and groups who, in the years 1972-1978 inclusive, had membership on boards or committees that participated in the process, or were senior level officials of groups whose representatives served on the boards or committees, or were Members of the Legislative Assembly of Alberta.

IF YOU ARE WILLING TO ASSIST ME IN THE COLLECTION OF THIS DATA, PLEASE COMPLETE THE FOLLOWING TASKS ON THE ENCLOSED SHEETS:

(1) Add additional names of persons or groups that you consider to be key participants. Space is provided for those additions.

(2) On the appropriate form, in the spaces provided opposite the person's or group's name:

    (a) Place a check mark ( ) if, in your opinion, the person or group was a key participant.
    (b) For these key participants rank in order of importance, beginning with the number one (1) as most important.
    (c) Indicate with a check mark ( ), from among those persons identified as key participants, five persons who could best judge the accurancy of an account of the event.

Thank you for your assistance in this aspect of my thesis study.

Sincerely,

Brian H. Fennell

BHF/ead
Enclosures

The purpose of this survey is to identify the individuals and groups that were the key participants in the development of the Goals of Basic Education for Alberta, 1978.

This information will assist in the identification of persons to interview with respect to the process, issues and the interactions among participants and to select persons who, because of their key participation, would be able to verify the accuracy of the account of what happened.

For purposes of this study, a key participant is a person or group that participated directly in some aspect of the event or throughout its course, and whose influence or contribution was perhaps more significant than that of others who participated.

The lists of persons provided pertinent information related to his/her occupation and membership. Space is provided to add the names of persons in the same grouping who, in your opinion, were key participants but whose names were not listed.

APPENDIX C

THE PROPOSAL OF THE CURRICULUM POLICIES BOARD FOR THE GOALS OF BASIC EDUCATION FOR ALBERTA

SUBMITTED SEPTEMBER 2, 1977

THE GOALS
OF
BASIC EDUCATION
FOR ALBERTA

Prepared and submitted by: The Curriculum Policies Board, September 2, 1977.

INTRODUCTION

Goals are statements which indicate what is to be achieved or worked toward in relation to basic education. Goals serve several functions.

Purpose of Goals

(1) they identify the distinctive role of the school and its contribution to the total education of youth;

(2) they provide purpose and direction to curriculum planning, implementation and evaluation;

(3) they enable parents, teachers, and the community at large to develop a common understanding of what the schools are trying to achieve.

Need to Re-examine Goals

Society must periodically re-examine the goals of its schools. Changes in emphasis and minor adjustment of the basic goals may be required from time to time to keep pace with social change.

This statement of goals is to direct education for grades 1 through 12 in Alberta schools. It is the basis from which specific objectives for various subjects and grades shall be developed.

The Role of Schooling in Education

While the school makes a very important contribution to education, it is only one of the agencies involved in the education of youth. The home, the church, the media, and community organizations are very significant influences on children. It is useful, therefore, to delimit the role of schooling in education. Education refers to all the learning experiences the individual has in interacting with the physical and social environment; it is a continuing and lifelong process. Schooling, which has a more limited purpose, refers to the learning activities planned and conducted by a formally structured agency which influences individuals during a specified period. There is, of course, a very close relationship between schooling and education -- the learning which occurs in school influences and is influenced by what is learned outside the school.

GOALS OF SCHOOLING

Schooling, as part of education, accepts primary and distinctive responsibility for specific goals basic to the broader goals of education. Programs and activites shall be planned, taught, and evaluated on the basis of these specific goals in order that students:

Goals of Schooling

(1) Develop competencies in reading, writing, speaking listening and viewing.

(2) Develop basic knowledge and skills in mathematics, the sciences, the social studies (including history and geography, and the practical and fine arts, with appropriate local, national and international emphases in each.

(3) Develop the learning skills of finding, organizing, analyzing and applying information in a critical and objective manner.

(4) Develop knowledge, skills, attitudes and habits which contribute to physical and mental health and safety.

(5) Develop an understanding of the meaning, responsibilities, and benefits of active citizenship at the local, national, and international levels.

(6) Develop the knowledge, skills, attitudes, and habits reguired to respond to the opportunities and expectations of the world of work.

Because the above goals are highly interrelated, each complementing and reinforcing the others, priority ranking among them is not suggested. It is recognized that in sequencing learning activities for students some goals are emphasized earlier than others; however, in relation to the total years of schooling, they are of equal importance.

In working toward the attainment of its goals, the school will strive for excellence. However, the degree of individual achievement also depends on student ability and motivation as well as support from the home. Completion of diploma requirements is expected to provide the graduate with basic preparation for lifelong learning. Dependent on program choices, the diploma also enables job entry or further formal study.

GOALS OF EDUCATION

Achievement of the broader goals of education must be viewed as a shared responsibility of the community. Maximum learning occurs when the efforts and expectations of various agencies affecting children complement each other. Recognizing the learning that has or has not occurred through various community influences, among which the home is most important, the school will strive to:

Goals of Education

(1) Develop intellectual curiosity and a desire for lifelong learning.

(2) Develop the ability to get along with people of varying backgrounds, beliefs and lifestyles.

(3) Develop a sense of community responsibility which embraces respect for law and authority, public and private property, and the rights of others.

(4) Develop self-discipline, self-understanding, and a positive self-concept through realistic appraisal of one's capabilities and limitations.

(5) Develop the ability to understand and respond to change as it occurs in personal life and in society.

(6) Develop skills for effective utilization of financial resources, community agencies, and leisure time.

(7) Develop an understanding of the role of the family in society and promote satisfying family relationships.

(8) Develop an interest in participating in the cutural pursuit of creative expression and appreciation.

(9) Develop a commitment to the careful use of natural resources and to the preservation and improvement of the physical environment.

(10) Develop a sense of purpose in life which is consistent with one's ethical and/or spiritual beliefs.

The ultimate aim of education is to develop the abilities of the individual in order that he might fulfill his personal aspirations while making a positive contribution to society.

SOCIETY AND THE INDIVIDUAL

Education must serve the needs of the individual and the needs of society. Setting goals for education, therefore, involves an assessment of what these needs are. The task is made difficult by the fact that education must prepare the individual for living in the future as well as in the present.

No one can predict with certainty what society will be like in the future. Though trends in the present may provide clues, there is disagreement about whether these trends should be encouraged or arrested. For example, while some believe that our emphasis on production and consumption of goods will lead to disaster because of resource depletion and damage to the environment, others argue that new resources will be found and that increasing production is necessary to create jobs and improve the standards of living. With respect to the trend toward increased government activity, some claim that governments are doing too much for people and are destroying initiative and self-sufficiency; others maintain that governments must expand services to equalize opportunities and to improve the quality of life. Such conflicting views make it difficult to reach agreement on which societal trends should be considered in establishing the goals of education.

People rightfully expect the schools to contribute to the fulfillment of certain basic needs of society. The most commonly identified societal needs include:

The Needs of Society

(1) Preparing individuals to assume various roles and to perform essential tasks.

(2) Developing a sense of unity through common ideas and procedures.

(3) Developing communication among members and groups.

(4) Protecting and maintaining a healthful environment.

(5) Establishing the range of acceptable behaviour

(6) Developing procedures to assure its continuity, maintenance and improvement.

Though everyone recognizes that individuals differ greatly, psychologists who have devoted extensive study to human motivations and drives suggest that individuals have some common basic needs. Among those frequently identified are:

The Needs of the Individual

(1) Food, shelter, rest and recreation.

(2) Safety, security and trust.

(3) Sense of belonging and being cared about.

(4) Sense of achievement and recognition.

(5) Sense of adequacy, self-sufficency, and independence.

(6) Opportunity to create, learn on one's own, and express ideas and feelings.

It is obvious that some of these needs are requirements for survival while others are related to emotional well-being. It has been suggested by researchers on human behaviour that the thwarting of basic needs is a fundamental cause of maladjustment and anti-social behavior. If this is so, it is clear that the school, through what it teaches and how it teaches, must be very aware of the basic needs of children.

Democratic societies pride themselves in their ability to balance the needs of society with those of the individual. The challenge of maintaining a unified social group while allowing for individual aspirations is one which faces every organization, including the school.

THE ROLE OF THE SCHOOL IN SOCIETY

People have come to view the school as one of the most important means of transmitting society's knowledge, skills, and values to the young. It is not surprising that nearly everyone views achievement in school as a major step toward achievement in life. High and varied expectations -- some of which are perhaps inappropriate or unrealistic -- have been placed on the school. It may be that some of these expectations have developed because schools have assumed certain tasks too readily in the past and have left the impression that they are prepared to take over the total education of children.

There is a growing recognition that what the school is able to accomplish with youth is highly dependent on the degree of support it receives from other educating influences in society. The role of the family, the most basic unit of society, is critical in this regard. Parents open doors to learning, not only by the home environment they create for children, but also by determining the role to be played by other educating influences such as the church, the media and community groups. With the support of the home in matters of motivation and discipline of children, the school has an excellent chance of attaining its goals and making a significant contribution to the broader goals of education.

APPENDIX D

PROPOSAL OF THE DEPARTMENT OF EDUCATION
FOR THE GOALS OF BASIC EDUCATION,
SUBMITTED JANUARY 4, 1978

GOALS OF BASIC EDUCATION

The democratic tradition in Alberta emphasizes two themes--individual liberty and social stability. The continuing appeal of the tradition is based on the belief that the needs of the individual and the needs of society can be reconciled for the benefit of both. Emphasis on either individual liberty or social stability at the expense of the other can threaten our democratic tradition. Consequently, continuous attention to the needs of the individual and those of society is imperative.

THE INDIVIDUAL AND SOCIETY

Although individuals differ greatly, they have common needs, among which are:

Individual Needs

(1) Food, shelter, rest and recreation;
(2) Safety, security and trust;
(3) Sense of belonging and being cared about;
(4) Sense of achievement and recognition;
(5) Sense of adequacy, self-sufficiency, and independence;
(6) Opportunity to create, learn on one's own, and express ideas and feelings.

The most commonly identified societal needs include:

Societal Needs

(1) Preparing individuals to assume various roles and to perform essential tasks;
(2) Developing a sense of unity through common ideas and procedures;

(3) Developing communication among members and groups;
(4) Protecting and maintaining a healthful environment;
(5) Establishing the range of acceptable behavior;
(6) Developing procedures to assume its continuity.

The well-being, indeed, the survival of society is directly dependent on individuals within it having certain qualities. These are:

Characteristics of the Educated, Responsible Individual

(1) Intellectual curiosity and a desire for lifelong learning;
(2) Self-discipline, self-understanding, and a positive self-image;
(3) Ability to get along with people of varying backgrounds, beliefs and lifestyles;;
(4) A sense of community responsibility which embraces respect for law and authority, public and private property, and the rights of others;
(5) Understanding of the meaning, responsibilities, and benefits of active citizenship at the local, national and international levels.

Individuals with such qualities possess the means for enriching their own lives as well as for contributing to the development and maintenance of a dynamic and compassionate social environment. It is, therefore, imperative that all agencies which affect the education and socialization of individuals accept responsibility for the development of these human qualities.

THE GOALS OF EDUCATION

The ultimate aim of education is to develop knowledge, skills and attitudes which help individuals formulate and fulfill their aspirations while making a positive contribution to society. The goals of education and those of the school must reflect such an idea.

As a major contributor to the education of the young, the school is committed to the development of individuals who can function in a democratic society with effectiveness and satisfaction. In working toward this ideal the school is guided by primary goals for whose achievement it accepts distinctive responsibility and by secondary goals for whose achievement it shares responsibility with the home, the church, the media and the community in general.

With appropriate attention to children's developmental stages and with the support of other societal agencies, the school accepts distinctive responsiblity for programs designed to enable students to:

Primary Goals

(1) Develop competencies in reading, writing, speaking listening and viewing;

(2) Develop the learning skills of finding, organizing, analyzing, and applying information in a critical and objective manner;

(3) Acquire basic knowledge and develop skills and attitudes in languages, mathematics, the practical and fine arts, the sciences, and the social studies (including history and geography), with appropriate local, national, and international emphases in each;

(4) Acquire knowledge and develop skills, attitudes and habits which contribute to physical and mental health and safety;

(5) Acquire knowledge and develop skills, attitudes, and

habits required to respond to the opportunities and expectations of the world of work.

In addition to concentrating on its primary goals, and cooperating with other societal agencies involved in the education of the young, the school shall strive to:

Secondary Goals	(1)	Develop an understanding of the role of the family in society and promote satisfying family relationships;
	(2)	Develop a commitment to the careful use of natural resources and to the preservation and improvement of the physical and environment;
	(3)	Develop skills for effective utilization of financial resources, community agencies, and leisure time;
	(4)	Develop an interest in participating in the cultural pursuits of creative expression and appreciation;
	(5)	Develop the ability to understand and respond to change as it occurs in personal life and in society;
	(6)	Develop ethical and spiritual values that honour and respect fundamental rights and freedoms and the dignity and worth of the human person.

APPENDIX E

THE GOALS OF BASIC EDUCATION FOR ALBERTA ADOPTED BY THE LEGISLATURE OF THE PROVINCE OF ALBERTA, MAY 15, 1978

ALBERTA

THE GOALS OF BASIC EDUCATION FOR ALBERTA

EDUCATION

*Adopted by the Legislature of the
Province of Alberta
1978 05 15

INTRODUCTION

Goals are statements which indicate what is to be achieved or worked toward. In relation to basic education, goals serve several functions:

(1) they identify the distinctive role of the school and its contribution to the total education of youth;
(2) they provide purpose and direction to curriculum planning, implementation and evaluation;
(3) they enable parents, teachers and the community at large to develcp a common understanding of what the school are trying to achieve.

Society must periodically re-examine the goals of its schools. Changes in emphasis and minor adjustment of the basic goals may be required from time to time to keep pace with social change.

This statement of goals is to direct education for grades 1 through 12 in Alberta schools. It is the basis from which specific objectives for various subjects and grades shall be developed.

While the school makes a very important contribution to education, it is only one of the agencies involved in the education of youth. The home, the church, the media and community organizations are very significant influences on children. It is useful, therefore, to delimit the role of schooling in education. Education refers to all the learning experiences the individual has in interacting with the physical and social environment, it is a continuing and lifelong process. Schooling, which has a more limited purpose, refers to the learning activities planned and conducted by a formally structured agency which influences individuals during a specified period. There is, of course, a very close relationship between schooling and education - the learning which occurs in school influences and is influenced by what is learned outside the school.

GOALS OF SCHOOLING

Schooling, as part of education, accepts primary and distinctive responsibility for specific goals of education. Programs and activities shall be planned, taught and evaluated on the basis of these specific goals in order that students:

GOALS OF EDUCATION

Achievement of the broader goals of education must be viewed as a shared responsibility of the community. Maximum learning occurs when the efforts and expectations of various agencies affecting children complement each other. Recognizing the

- Develop competencies in reading, writing, speaking, listening and viewing.

- Acquire basic knowledge and develop skills and attitudes in mathematics, the practical and fine arts, the science, and the social studies (including history and geography), with appropriate local, national, and international emphasis in each.

- Develop the learning skills of finding, organizing, analyzing, and applying information in a constructive and objective manner.

- Acquire knowledge and develop skills, attitudes and habits which contribute to physical, mental and social well-being.

- Develop an understanding of the meaning, responsibilities, and benefits of active citizenship at the local, national and international levels.

- Acquire knowledge and develop skills, attitudes, and habits required to respond to the opportunities and expectations of the world of work.

Because the above goals are highly interrelated, each complementing and reinforcing the others, learning that has or has not occurred through various community influences, among which the home is most important, the school will strive to:

- Develop intellectual curiosity and a desire for lifelong learning.

- Develop the ability to get along with people of varying backgrounds, beliefs and lifestyles.

- Develop a sense of community responsibility which embraces respect for law and authority, public and private property, and the rights of others.

- Develop self-discipline, self-understanding, and a positive self-concept through realistic appraisal of one's capabilities and limitations.

- Develop an appreciation for tradition and the ability to understand and respond to change as it occurs in personal life and in society.

- Develop skills for effective utilization of financial resources and leisure time and for constructive involvement in community endeavors.

- Develop an appreciation for the role of the family in society.

- Develop an interest in cultural and recreational pursuits.

priority ranking among them is not suggested. It is recognized that in sequencing learning activities for students some goals are emphasized earlier than others; however, in relations to the total years of schooling, they are of equal importance.

In working toward the attainment of its goals, the school will strive for excellence. However, the degree of individual achievement also depends on student ability and motivation as well as support from the home. Completion of diploma requirements is expected to provide the graduate with basic preparation for lifelong learning. Dependent on program choices, the diploma also enables job entry or further formal study.

- Develop a commitment to the careful use of natural resources and to the preservation and improvement of the physical environment.

- Develop a sense of purpose in life and ethical or spiritual values which respect the worth of the individual, justice, fair play and fundamental rights, responsibilities and freedoms.

The ultimate aim of education is to develop the abilities of the individual in order that he might fulfill his personal aspirations while making a positive contribution to society.

APPENDIX F

ISSUES SURVEY LETTER

Brian H. Fennell
Alberta Education
10th Floor, West Tower
Devonian Building
11160 - Jasper Avenue
Edmonton, Alberta
T5K OL2

Dear:

I am conducting a Ph.D thesis study entitled "Political Decision-Making in Education: A Case Study of the Determination of the Goals of Basic Education for Alberta, 1978." An important part of this study is to identify the major issues which were the focal points of interaction among the participants in this event.

You are one of those persons identified as a participant in this event whose contribution was particularly significant. Your assistance in the identification of the major issues at the time would be appreciated.

Enclosed for your reference is a copy of the Goals of Basic Education for Alberta, 1978, approved by resolution of the Legislative Assembly of Alberta on May 15, 1978. Also enclosed is an excerpt from the 1975 Interim Edition of the Goals of Basic Education, Grades 1-12, as approved on July 15, 1974, by the Minister of Education for publication in the 1975 Program of Studies for Senior High Schools.

From your memory of what occurred between 1972 and 1978 when the goals were being determined, it would be appreciated if you would review the statements of issues which follow and identify:

(1) those statements representing major issues in the determination of the goals, and
(2) the rank of these major issues in order of importance with the number 1 being the most important.

I encourage you to amend or redraft any of the statements in the list and to add additional major issues not identified.

Thank you for your assistance in this part of the study.

Sincerely,

Brian H. Fennell

APPENDIX G

ISSUES SURVEY FORM

MAJOR ISSUES IN THE DETERMINATION OF THE GOALS OF BASIC EDUCATION FOR ALBERTA, 1978

ISSUE	MAJOR? (Yes or No)	RANK
The educational priorities to be emphasized in statement of the Goals of Basic Education for Alberta.	________	________
The primary responsibilities of the schools, and those shared with other agencies such as the home, the church, the media and community organizations, for the education of children in Grades 1 to 12 in Alberta.	________	________
The goals to be included in the statement of the Goals of Basic Education for Alberta.	________	________
Reduced public confidence in the results achieved by teachers and the educational system.	________	________
The respective responsibilities of the Legislature, other agencies such as the Department of Education, and persons such as educators for the establishment of the Goals of Basic Education for Alberta.	________	________
The future effect of the determination of the Goals of Basic Education for Alberta, 1978, on the programs of study, the evaluation of student achievement, and on the persons and agencies who would participate in the implementation of the goals.	________	________
Obtaining the response of the public and associational groups to the proposed Goals of Basic Education for Alberta.	________	________

ISSUE	MAJOR? (Yes or No)	RANK
The clarity, brevity and organization of the goal statement.	________	________
______________________________		
______________________________		
______________________________		
______________________________	________	________
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______________________________	________	________
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______________________________	________	________

APPENDIX H

GOALS OF BASIC EDUCATION

Grades 1 - 12

Interim Edition

1975

ACKNOWLEDGEMENTS

The development of a statement of goals of basic education began to pick up momentum in the mid '60's. Development began with a committee on organization, aims and objectives of elementary education. Parallel activities for secondary education began early in 1969. In March of that year a conference on "Charting Directions for Change" was held to determine goals and strategies for elementary education. From that time on, concentrated efforts were continued at both levels. After individual statements for elementary and secondary schooling had been developed, it was decided to structure a joint committee in May, 1972. The latter committee was responsible for this statement, which is based substantially on the work of the former committees.

In making acknowledgements to these committees, with their changing membership, an arbitrary decision has been made to select 1969 as the base year for committee identification. This decision should in no way detract from the contributions of persons who were active prior to that time or who joined the activities at a later date. To all contributors sincerest thanks are extended.

ELEMENTARY COMMITTEE (1969)

J.W. Carlton
K. Chernowski
B.C. Honert
J. Kilgannon
C.D. Ledgerwood
W.S. Lencucha
K.N. Nixon
Sister M. Phillips
N.M. Purvis
P. Quinlan
M. Thornton
E.A. Torgunrud

Prior to the structuring of the above committees the efforts of E. Callbeck, E. Church, I. Goresky, D. Massey, and J. McBurney are recognized. In addition M. Bruce, I. Hastings and E. Townend should be cited for their later membership and contributions.

SECONDARY COMMITTEE (1969)

G.L. Berry
E.H. Bliss
R.H. Cunningham
E.K. Hawkesworth
J.S. Hrabi
J.W. James
W. Kruger
R.G. McIntosh
J.B. Moquin
S.N. Odynak
R.B. Staples
D.D. Taylor

In the fall of 1969 two students, J. Dinning and M. Hauck, along with two trustees, A. Kritzinger and S. Wearmouth, were added to the membership. These new voices made significant contributions. At the close of the year two departmental representatives, N. Andruski and E.A. Torgunrud became members.

ELEMENTARY AND SECONDARY COMMITTEE (1972)

- M. Bruce
- J. James
- W. Kruger
- W. Lencucha
- J. Moquin
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PREFACE

Purposes of Goals

This statement of goals establishes the direction of basic education in Grades One to Twelve, inclusive, for the Province of Alberta. It is intended that the statement will serve two major purposes: one, to promote discussion with regard to **what** is to be done by education; two, to establish direction as to **how** education is to be accomplished. In addition, it must be realized that a statement of goals is neither complete nor final. Furthermore, it should be assumed that worthwhile goals are being pursued already.

Hence, the document is designed to provide guidance for students, teachers, parents and members of the public who constitute and support the educational endeavour. In order that the goals be realized they require translation into:

a. the kinds, emphases, and amounts of information need,
b. the learning styles, teaching strategies, and evaluation techniques which will be most useful, and
c. the relationships among what is known, felt, and acted upon by those involved in education.

INTRODUCTION

Rationale for Goal Clarification

Despite its short history on this continent, the school has undergone remarkable changes. In addition, it has become universal, publicly supported and compulsory up to a given age level. Its early character focused on reading and computational skills, and upon the values commonly accepted by the supporting community. This simple focus has been altered by changing family structures, technologies, communication modes, and the work and leisure patterns of life. These have led to a broad mix of religious, political, economic, social and educational values in the heterogeneous communities which now support the schools. Consequently we need periodic clarification of the goals of basic education.

Developmental Cycle

Such clarification can be accomplished through a developmental cycle. The cycle begins with an assessment of the physical and social environment along with identification of individual and societal needs. On the basis of the assessment and identification the goals for basic education are established. The goals in turn require extension into specific objectives and related programs. The cycle is completed by an evaluation of the programs inclusive of the processes and the structures associated with implementing the program.

As indicated in the preface this paper includes only an environmental assessment and needs identification and concludes with a statement of goals. The extension into programs, inclusive of evaluation, becomes the substance of continuing and future development.

THE ENVIRONMENT

Among the significant relationships experienced in one's lifetime are those involving people to people and people to things. For many, a third relationship, that of people to deity, is also important. Personal competencies and motivations influence and are influenced by those significant relationships within the social and physical environments.

The pervasiveness and rapidity of change in things, or technological change, have placed stresses upon the relationship of people to each other and of people to things.

Some of the consequences of change are given below:

Consequences of Change

1. Experiences are broadened through travel and the media. Directly or indirectly people are brought face to face with a wide variety of geographical and social environments each with its own distinctive culture and values.
2. Broadened experiences are making us members of the global village, although our allegiances extend from community to province and to nation before taking on an international dimension.

Consequences of Change (cont'd)

3. Technological advances through automation may lead to many changes of occupation in one's life time. In addition, emphases in work have shifted from industrial to service activities, and reently to increased opportunities in leisure time pursuits.

4. Pollution, unchecked exploitation of non-renewable resources and other damage to the natural environment have brought about a new sensitivity to the relationship of people to things.

Stresses Arising from Change

Stresses upon people relationships within the structures of family, church, school, community and nation have been introduced by the above changes. Responses to those stresses are bringing about new judgements of acceptable behaviour in relations to the system of values undergirding traditional roles. The changes in competences and motivations needed to meet those stresses are not and cannot be as pervasive or rapid as has been the case with technological changes.

Insatiable demands upon the natural environment threaten to consume, destroy or poison the limited resources upon which life itself depends. If used with understanding and restraint, resources of the environment can, however, continue to serve as a source of food, shelter and energy as well as provide opportunities for intellectual and emotional appreciation.

As a counterbalance to change there are forces supporting stability:

Stabilizing Influences

1. The basic function of family, church, school, community and nation will persist but the relationships and structures of each may undergo change.

2. Human relationships will continue to depend upon the love, pleasures and claims of friendship, and upon the manifestations of goodwill and kindness to all despite basic institutional changes.

3. Concern for freedom, justice, equity, tolerance, honesty and compassion will stand in opposition to tyranny, injustice, inequity, intolerance, dishonesty and inhumanity.

Stabilizing Influences (cont'd)

4. Methods by which we understand and order our world and the ways in which we express our understanding are likely to persist notwithstanding the explosion of knowledge and new means of investigation and communication.

Interaction of Change and Stability

In short, a person's interactions with others and things will be a blend of the old and the new, the changing and the stable elements of the social and physical environment. Therefore, the goals of education should identify the skills, knowledge and personal development which enable persons to cope successfully with those interactions.

NEEDS

As previously stated, the goals of education must meet the needs of the individual and of society. For purposes of brevity these will be identified as "individual" and "societal" needs.

Individual needs are drives which arise from inside the person and impel the individual toward goals. Societal needs arise from outside the person and have their origin in custom, tradition and successful past experience. The latter give society its cohesiveness and purpose, being present and future-oriented but prescribing acceptable behaviours and actions.

Individual Needs

Individuals, although characterized by a broad range of differences, have common needs. Maslow's* theoretical model proposes a hierarchy of individual needs the most basic of which must be satisfied, at least to a minimal degree, before the higher ones can be met. Beginning with the most basic and continuing through successively higher level needs the hierarchy is as follows:

---

*Maslow, A.H. (ed.) *Motivation and Personality.* 2nd ed. New York: Harper & Row, 1970.

Individual Needs (cont'd)

a. Requirements for food, shelter, clothing, rest, health and recreation.

b. A feeling of safety, secuity, and trust in relationships with important others, such as family, friends and teacher(s).

c. A feeling that one is cared about by others, that they are sensitive to one as a person and respond to one's ideas and feelings; a feeling of belonging and acceptance by others, such as group, family, school class, team and peers.

d. A feeling of positive achievement, success and pleasure; a feeling that others recognize one as an individual in one's own right with unique interests, feelings, ideas and skills.

e. Becoming more self-directing and less dependent; assuming more responsibility for one's own actions; feeling more adequate, confident, self-sufficient and good about oneself; wanting to learn on one's own, to create and express one's ideas and feelings; becoming more able to take hard knocks and disappointments.

These physical, intellectual, social and emotional needs are the motivating forces within the individual. In addition, there appear to be critical periods and relationships in the developmental sequence of individual needs with many of these critical periods occurring in early life. Therefore, careful attention must be given to meeting these needs if school programs are to be effective and relevant, for its is believed that children who see themselves as worthy, wanted and desirable normally will learn more readily than those who see themselves as unworthy, unwanted and undesirable.

Societal Needs

This feeling of being worthy, wanted and desirable can be realized only in relations to the society in which one lives. Since the individual and society are constantly interacting with each other, each is being shaped by the other The dynamics of this interaction demand that the goals of education consider both the needs of the individual and the needs of society. Society rightfully expects the school, in cooperation with other agencies, to makes its contribution to the fulfillment of the certain basic needs. Among them we find the following:

Societal Needs (cont'd)

a. Nurturing a healthful and productive environment.

b. Preparing members to assume useful roles and perform necessary services.

c. Developing modes of effective communication among its members.

d. Developing a set of common ideas, meanings and procedures.

e. Limiting through law and convention the range of behaviour of its members.

f. Establishing procedures to ensure its continuity, maintenance and improvement.

School as a Society

Finally, recognition is given to the fact that those who spend a significant portion of their day in the school society are members of the larger society as well. For the school this means recognizing the pupil as a member of society who is not only being prepared for life outside of and after school but who is also living life while at school. For the pupil it means responding to the opportunity to accept increasing responsibility to the school and to the larger society of which he is a member.

GOALS

In a world characterized by rapid change, yet counterbalanced by stabilizing influences, education must provide opportunities for students to meet individual and societal needs. This statement of goals is intended to give direction to the development of educational programs for Grades I - XII which will assist in meeting that dual set of needs.

Status of Goals Statement

As the variety among individuals and societies is broad, no attempt is made to place the goals in any order of importance. Such priorities might more appropriately be made at system or school levels. Despite the absence of stated priorities, none of the goals are to be deleted but complementary goals may be added.

Status of Goals Statement (cont'd)

In this regard goals concerning the relationship of people to a deity will have special significance for certain populations. Other goal areas may be of prime interest to other groups. Nevertheless the goals which follow, combined with such complementary goals as may be deemed necessary, for the basis for directing the educational endeavours of schools and school systems.

Finally, subsections under each goal are not meant to be inclusive but indicative of the intent of the goal.

1. Learn to be a good citizen.
   a. Develop an awareness of civic rights and responsibilities.
   b. Develop an understanding of the Canadian and other forms of government.
   c. Develop a feeling of cultural identity and heritage at national and international levels.
   d. Develop an attitude of respect for public and private property.
   e. Develop an understanding of the obligation and responsibilities of Canadian and world citizenship.

2. Learn about and try to understand the changes that take place in the world.
   a. Develop ability to adjust to the changing demands of Canadian society.
   b. Develop an awareness of and the ability to adjust to a changing social and physical environment.
   c. Develop understanding of the past, identity with the present and the ability to meet the future.

3. Develop skills in communication (listening, speaking, reading, writing, viewing).
   a. Develop skill in understanding the communication of others.

Status of Goals Statement (cont'd)

b. Develop ability in communicating ideas and feelings effectively.

c. Develop skill in oral and written languages.

4. Learn how to organize, analyze and use information in a critical and objective manner.

    a. Develop ability to organize information into meaningful categories.

    b. Develop ability to apply scientific methods in the pursuit of and analysis of knowledge.

    c. Develop skills of thinking and proceeding logically.

5. Learn to respect and to get along with people of varying beliefs and life styles.

    a. Develop appreciation and respect for the worth and dignity of individuals.

    b. Develop an understanding of functions, responsibilities and achievements of various societal institutions.

    c. Learn to take into account the values of others when making person choices.

6. Learn about the world of work.

    a. Develop a feeling of pride in achievement and progress.

    b. Develop the ability of use information and counselling services related to career decisions.

    c. Develop skills basic to the world of work.

7. Develop management skills.

    a. Develop an understanding of economic principles and responsibilities.

    b. Develop skills in managing natural, financial and human resources.

Status of Goals Statement (cont'd)

8. Develop a desire for learning.
    - a. Develop intellectual curiosity and eagerness for lifelong lerning.
    - b. Develop a positive attitude toward learning.

9. Learn how to use leisure time.
    - a. Develop interests which will lead to a wise and satisfying use of leisure time.
    - b. Develop a positive attitude toward participation in a range of leisure time activities -- physical, intellectual and creative.

10. Practice and understand the ideas of health, fitness and safety.
    - a. Develop an understanding of good physical and mental health practices.
    - b. Establish a good physical fitness program.
    - c. Establish sound personal health habits.

11. Appreciate culture and beauty in the world.
    - a. Develop creative self-expression through various media including the fine and practical arts.
    - b. Develop special talents in the arts.
    - c. Cultivate appreciation for beauty in various forms.

12. Develop basic and special knowledge competences.
    - a. Develop understanding and skills in the use of numbers, natural sciences, mathematics and social sciences.
    - b. Develop a fund of information and concepts.
    - c. Develop special interests and abilities.

APPENDIX I

GOALS OF BASIC EDUCATION

(GRADES I-XII)

Final Preliminary Draft

> "What we believe about education implicates our beliefs about everything else. The ends and means of education must be seen in relation to the ultimate problems of life. . . Whereas, from one point of view education is a specialised study, with its own techniques, and is the business of experts, from another point of view education is everyone's business and involves everything that living itself involves."
>
> -- M.V.C. Jeffreys, Glaucon, p. 3.

I. Introduction

Recency of public education

There are, perhaps, few institutions which are more characteristic of our society than the school. Indeed, so 'natural' an occurrence is 'going to school' that it is difficult to realize that things were ever different. And yet public education -- that is universal, publicly supported and, in some sense, compulsory schooling -- is a very recent feature of western civilization. As a generally accepted social idea, it cannot be traced back much beyond the early nineteenth centrury, while as anything approaching an actual practice, it is less than a hundred years old, -- a mere three or four generations at the most. It is worth remembering that we belong to one of the very few, and certainly one of the first, societies on earth which has been able to conceive of and afford a system of basic education for all of its members.

In common with all other youthful institutions, the school has experienced acute, at time agonising, growing pains. At its outset, and until fairly recently, *Its early character*

its objectives were few. They were, however, clearly defined, and generally agreed upon. The school was to teaching basic literacy and numeracy skills, to impart a limited body of information about the world we live in, and to inculcate such widely held values as industry, cleanliness, honesty and love of God. And in a very real sense, these are still worthwhile goals of basic education.

Changing nature of the school and its responsibilities

But we no longer live in the comparatively uncomplicated world of the late nineteenth century. Changing family structures, new technologies and means of communication, radically altering work and leisure habits, all are contributing to the rapid and bewildering increase in the scale and complexity of our educational system and the tasks assigned to it. Moreover, and perhaps more importantly, in recent years the school has become the battleground for conflicting social and educational ideologies. A wide spectrum of educational philosophies, to say nothing of various religious and social belief systems, have all had their proponents who felt, quite legitimately, that the school should represent fairly and give at least a measure of support for their particular idea of education.

At the present time, these various ideologies seem to have resolve themselves into two fundamentally differing educational positions. One, priding itself

Ideological conflict in the school

upon its progressivism and modernity, and basing its stance upon a belief in the innate goodness of man, boldly argues for freedom, spontaneity, natural development, the importance and truth of feelings -- in short, for authentic behavior, self-awareness, and self-fulfillment. The other, rejecting the belief that man is good by nature and not at all ashamed of being labelled traditional, counters by insisting upon the primacy of skills, knowledge, good habits, order and self-discipline, and above all, a deep sense of duty and social responsibility.

Contemporary need for return to first principles: i.e. to the goals of education

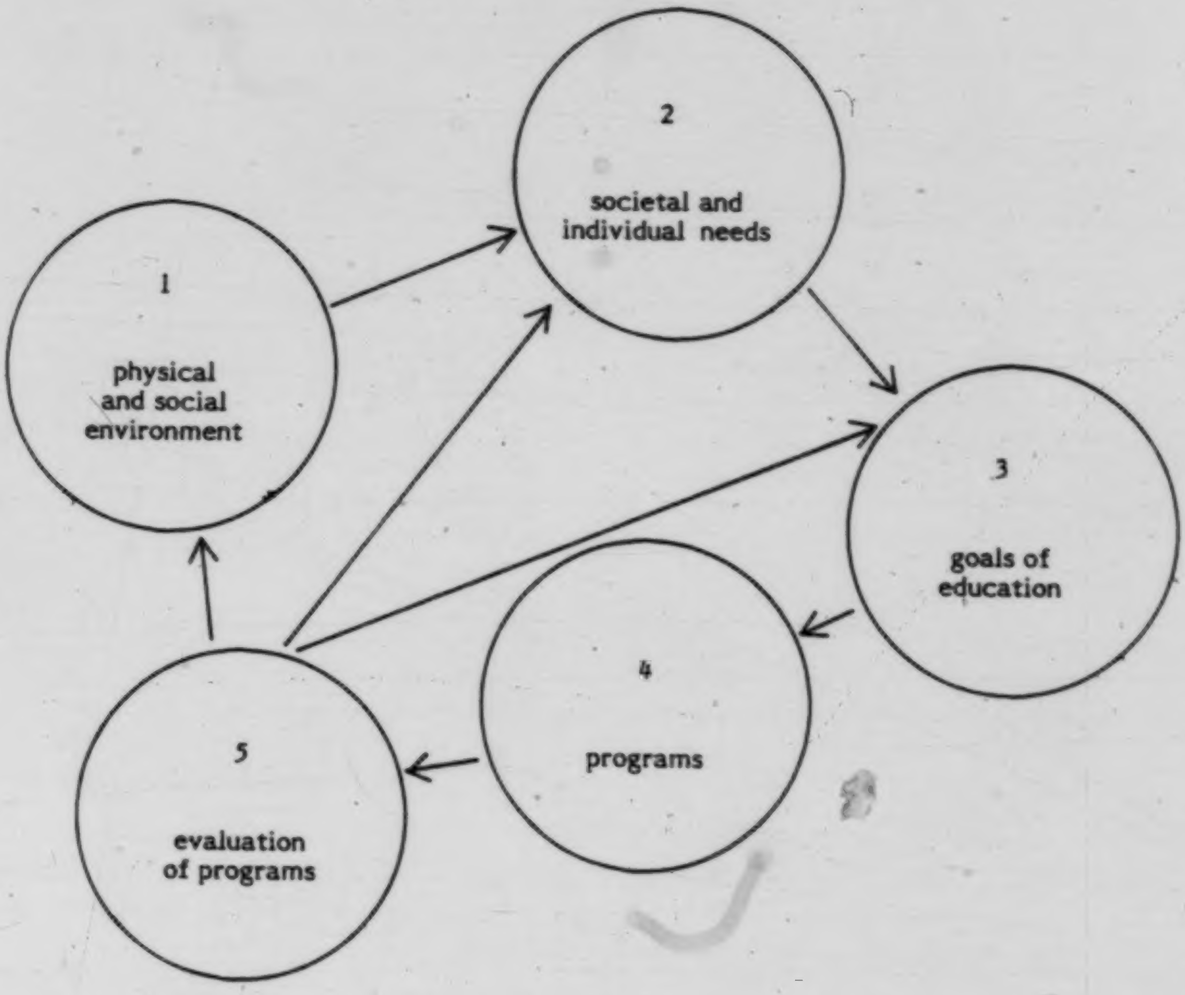
The clouds of dust raised by the constant skirmishing between these two positions have obscured many of the major issues confronting public education. To many educators, and even more laymen, the current debates about the future of education seem bafflingly and frustratingly theoretical, far removed from the realities of school classrooms. This is, to say the least, unfortunate for such debates concern matters which vitally affect the lives and well being of children, and young men and women at all levels of the educational system. At such a time, it is not only appropriate but essential that careful attention be devoted to the clarification of the goals of basic education.

In any discussion of the aims of education, *The nature of goals and aims*

three points need to be kept in mind. The first is that the school, or indeed education, as such can have no aims or goals. Only people - parents, students, teachers, administrators, church-leaders, businessmen - can feel needs, and thus reflect upon, formulate and agree to goals of education. What are referred to as goals of education are, in reality, the goals of people. Secondly, once people have formulated or agreed to certain aims, then their goals are far from being dryly abstract theoretical statements: they are directives, not only inviting but requiring action and concrete expression. Finally, if goals are not to take on a life of their own quite separate from the needs of people, the programs of action into which the goals lead must be constantly evaluated.

A dynamic model for determining educational goals

It is the awareness of the necessity of looking at the goals of education from a dynamic rather than a static point of view that is at the heart of the model for determining educational goals to be employed in this paper. The goals of education, in turn, find expression in programs which need to be evaluated in terms of changing human needs. Diagrammatically, the model places educational goals within the following framework:


2
societal and individual needs
1
physical and social environment
3
goals of education
4
programs
5
evaluation of programs

This paper will then concern itself only with the following elements of the model: physical and social environment, societal and individual needs, and the goals of education.

II. The Environment

Importance of the environment

Man is a creature determined by time and space. Who or what he is, who or what he becomes, is not only an expression of his common humanity and unique individuality; the world he is born into, the setting in which he grows, and even more important, his perceptions of that world and setting, exercise an important and controlling influence upon his aspirations, his desires, his possibilities for action. To understand man's needs and goals, it is necessary to understand his environment.

Pervasiveness of change

By far the most obvious feature of this environment is the pervasiveness and rapidity of change. Man's acute awareness of change is in large measure due to the snowballing effects on his life of the fundamental modifications and transformations of society which have taken place over the past three centuries and particularly in the last few decades. It is also due to the fact that Western Man has developed not only a sensitivity towards change in his environment, but also an awareness, if not of its desirability, at least of its inevitability. Change has become something to foster, to seek out, to comprehend, something to come to grips with.

Elements of change

The major elements of change in our contemporary environment are so obvious and of such central importance is understanding present needs and goals that they

1) *Increased mobility*

scarecely require restatement and clarification. To begin with, we live in a social environment which permits, indeed encourages, a degree of geographical and social mobility undreamed of by previous generations. Our children will come face to face with, and at the very least encounter vicariously, a wide variety of geographical and social environments, each possessing its own distinctive culture and values.

2) *The global village*

This increased mobility and consequent awareness has been made possible by higher standards of living and by new and improved forms of transportation and communication, all of which have radically altered both the world we live in and our perceptions of it. In a very real sense, air transport, radio and television have made us inhabitants not only of communities, provinces and countries but of, to use McLuhan's phrase, a 'global village'.

3) *Changing attitudes towards work*

Equally significant and obvious are the effects on the social and physical environments of recent industrial and technological advances and innovations. Particularly important are those changes and societal tensions associated with man's attitude towards and relationship to productive labour. While on the one hand society places a high value upon work and gainful employment, and has required a continual upgrading of job qualifications, on the other hand it is deliberately seeking out ways to free man from labour, both in the productive and service industries. In a world where 'industry' is still a deeply held value, man no longer has the prospect of guaranteed employment in one line of work for his entire working life. It is hardly surprising that older attitudes towards work and leisure are being questioned.

4) *A changing social order*

So widespread is the phenomenon of change, so broad its impact, that there seems to be no area of social life that has escaped its effects. The traditional family structures and relationships, the older stereotyped sex-roles, the place of organized religion, the established codes of conduct, indeed, our whole well-ordered system of values, all appear to be threatened, if not with actual obliteration, at least with considerable alteration.

5) *A changing physical environment*

Even man's perception of that apparently most permanent and stable aspect of our environment, nature itself, is colored by his sensitivity towards change. He has developed a new and powerful awareness of the adverse effects of his activities upon the environment. The pollution of air, water, and soil, the exploitation of non-renewable resources and the damage inflicted upon the natural environment by contemporary productive systems are issues which are of vital concern.

It would be foolish to ignore the significance

Importance of elements of stability in the environment

of these elements of change in determining man's needs and goals. And yet to focus attention upon these elements of change to the exclusion of everything else in the environment is grossly to misread the character of the world we live in. The social and physical environment, it is true, is undergoing serious and far-reaching changes. But it is still familiar to us; we are still 'at home' in it. What gives the world its intelligibility, its warm familiarity is, above all else, the persistence of the many elements of stability within it.

1) A physical environment which needs to be mastered & exploited

Thus, man has wrought immense changes in his physical environment, and the contrasts between the natural and man-made landscape are obvious and frequently distressing. And yet, while it is vitally important that man continue to appreciate the natural environment intellectually, emotionally, and aesthetically, it is equally important that he continue to view it as a reality to be understood, mastered and exploited as a source of food, shelter and energy. The problems raised by man's relationship with his physical environment may well be more acute and difficult of solution, but they are not significantly different in kind to those faced by previous generations.

2) Persistence of institutions

The institutions which make up our society are, like all human organization, faculty, subject to criticism and, in response, undergoing change. But *and*

they persist. Like our parents and their parents before them, we belong to a family, a church, a community, a country, and each of them continues to claim our affections and loyalties.

3) Basic forms of human relationships

Former codes of interpersonal relationships and conduct have been brought into question and subjected to critical inquiry. They too may well be in the process of revision or alteration. Yet the basic and most worthwhile forms of human relationships show no signs of being replaced. The happiness and commitment found in love, the pleasures and claims of friendship, the inward feelings and outward manifestations of good will and benevolence are surely not signficantly different for us now than they were for those who preceded us.

4) Persistence of patterns of work

Similarly, many of the values which were dominant during the early part of this century no longer enjoy universal acceptance and may well be giving way to others. Yet it is doubtful if such fundamental values as the concern for freedom, justice, equity, tolerance, honesty, compassion, are any less relevant, any less a part of our social environment than they were at any time in the past. Certainly, abhorrence of tyranny, injustice, inequity, intolerance, dishonesty, and inhumanity is as strong now as ever it was previously.

and

5) Forms of human understanding

Finally, and peculiarly relevant for education, despite the 'knowledge explosion' and the advent of new means of investigation and communication, the basic *and communication*

forms of human understanding, the methods by which we order and come to an understanding of our world, and the ways in which we express our understanding, persist and are likely to continue to persist. The patient investigations of the scientist, the disciplined mind of the mathematician, the logic of the philosopher, the creative energy and technical skill of the artist, the insight of the poet, these are not only relevant approaches to an understanding of our environment; they are already part of it, an inheritance in which we all share.

The significance of elements of 'change' and 'stability' in determining needs & goals

Man's desires and aspirations, in large part, arise from a critical reflection upon and interaction with a particular social and physical environment, an environment which is composed both of elements of change and elements of stability. The world is a blend, or rather an uneasy coexistence, of the old and the new, the 'traditional' and the 'progressive'. And while these differing elements engender perpetual tensions and occasionally come into open conflict, it is clear that neither can be ignored. They are there, and both are equally important determinants of man's needs and thus of his goals.

III. Needs

Two kinds of needs:

It if often, and truly, said that the schools must meet the needs of children. But it is not so often noticed that two quite different sorts of things are both called 'needs'. The two kinds of needs will be called 'prescriptive' and 'motivational'. Prescriptive needs imply those actions that it is judged necessary that a person or society do in order to achieve some desirable goal. An example of a prescriptive need is the judgement that a child needs to take a bath. In order to meet a desired goal, in the case cleanliness, it has been judged that a both is necessary. Prescriptive needs, then, are judgements which prescribe certain behavior and actions.

1) Prescriptive

and

2) Motivational

Motivational needs, on the other hand, arise out of individuals. These are the "felt" needs which impel people towards goals. A simple example of a motivational need is the need for food. When a person is hungry and needs food, he normally sets about to get some food to satisfy the need. Motivational needs, then, originate within an individual and direct his behavior, while prescriptive needs are judgments made about individuals. Therefore, in discussing how the schools are to meet the needs of children, we must recognize that some needs are prescriptive and others motivational. Society, through its schools, has to make judgements about what is necessary for children to learn, and the schools must recognize, as well, that children have their own motivational needs which the schools should take into consideration. Thus, educators must consider both prescriptive needs and motivational needs.

A hierarchy of prescriptive social needs

The prescriptive needs of society can be put in a progressive order ranging from the basic need of society for a healthy environment to the need for people who have a commitment and responsibility to the future. Without an environment in which it is possible to provide food, shelter and the opportunity to earn a living, a society cannot exist, much less grow. So, the basic needs of society must be met before any of the higher needs of society can be satisfied.

1) A 'healthy' environment

The next level of prescriptive need for society is the establishment of a sense of security and trust among the members of the society. Once it is possible to live a basic life in society, society's concern is to make it possible for people to live in harmony with one another. This requires that people feel secure in their lives and are able to establish relations of trust with one another. Society, then, needs to foster in people a sense of security and trust.

2) The need for trust and security

Once trust and security are established society then needs to develop a feeling of belonging, a sense

3) The need for a sense of belonging

of community in its members. A society is an ongoing entity with a past, present, and future. To have a feeling of community is to know what it means to be a member of this community. This requires that the person see the history of society as being his own history. The need then is for people to have a responsibility to the past.

4) The need for self-esteem

Once the basic needs are met, and the feelings of trust and community are established, society needs to create a feeling of self-esteem. This is to say that once people have a sense of community, society needs to develop in people the conviction that the goals of the community are worthwhile and ought to be pursued. This requires that people have a sense of responsibility to the present. Children need to learn the interrelatedness

5) The need for self-direction and responsibility

Finally, and highest on the hierarchy of prescriptive needs, is the need for self-direction. Once all the prior needs have been met, society needs to be self-directing. Because society is always looking to the future, it must be able to direct and control the way it moves into the future. This requires that people develop a sense of responsibility to the future, a commitment, that is to the achievement of what is held to be desirable. Children need to have the knowledge that enables them to carry out their plans. Only if a sense of self-direction is developed can the continued growth of our culture be assured.

6) The need for specific competencies

Closely related to these broad social needs are specific skills and knowledge competences, both of which imply the process of valuing. The provision of these is the peculiar responsibility of the school. For example, an important need in our society is the need for people who have developed competencies in dealing with the experience in a social and physical environment. All of us have experiences. These experiences are, to a large part, dictated by the environment, social as well as physical, in which we live. The test of a person is how he handles those experiences. Does he direct the experiences towards his own and society's good? Or does the experience direct him? In order for the person to direct and control his experience, insofar as this is possible, he needs to develop a number of competencies. Because of the complexity of society, people with different competencies are needed. But just as important for society is the development of basic competencies shared by all people. For it is what is shared by people that joins them together in a community.

A hierarchy of motivational individual needs

Parallel to the hierarchy of prescriptive needs of society is a hierarchy of the motivational needs of the individual. This hierarchy is based on the work of Abraham Maslow, and like the previous hierarchy, this one is progressive in the sense that the higher needs are more ultimately worthwhile. A particular need cannot be met unless the more basic needs have been met, and the meeting of a particular need makes possible the satisfaction of higher needs. At the bottom of the hierarchy are the basic needs for food, recreation, health, shelter, clothing, sleep and rest that must be met prior to any development of the person.

1) Basic needs

2) The need for safety and security

The next level consists of those needs the child has for a feeling of safety, security, and trustworthiness in his relations with other people such as his family, friends and teachers. In order to develop normally, a child needs to have a sense of safety and security in his dealings with the important people in his life.

3) The need for belonging

A third level is the child's need for a feeling of belonging. The child needs to know that other people care about him, that they are sensitive to his ideas and feelings. He needs to have the feeling that he is accepted as a person by his family, his peers, classmates, and others with whom he interacts.

4) The need for self-esteem

The fourth level is the need for self-esteem, which includes the feeling of positive achievement, success and pleasure. The child need to know that others recognize him as an individual with unique interests, feelings, ideas and skills.

The highest level of motivational need is the need for self-direction. The child who has satisfied

5) The need for self-direction

the other four levels of need desires to be more independent, to be controlled more by his own decisions than by the decisions of others around them. He wishes to be more responsible for his actions, to feel more adequate, confident, self-sufficient and good about himself.

The needs of the individual thus are of two kinds. Firstly, there are the needs that come from society's judgements about what it is necessary for a person to do. In our social and physical environment the person needs, in this sense, to develop a sense of responsibility to the past, present and future, as well as to develop certain competencies for dealing with his experience. Secondly, there are the needs that come from the individual's own desires. These include such needs as those for a sense of belonging, a sense of self-esteem, and a sense of self-direction.

IV. Goals

Goals of basic education

The goals of education arise out of the needs of the individual and the needs of society. As has been mentioned, it is a truism to say that the schools must meet the needs of children. The point in stating objectives is to give reasonably specific direction to educators for going about the task of meeting those needs that fall under the jurisdiction of the schools. The goals of education will be discussed under three headings: skill competency, knowledge competency, and the psychological growth and personal development.

Skill Competency

1) Development of communication skills

An important goal relating to skill competency is the developing of communicating skills. In general, communication includes those skills involved in the receiving, understanding and responding to statements, feelings and actions of others. Such skills include the skills of listening, speaking, questioning, discussing, as well as the skills of non-verbal communication. But foremost among the communicating skills are the skills of literacy and numeracy, the two most long-standing concerns of public schooling. Even though there are now a variety of media available for communicating, reading and writing, are with the exception of speech, still the basic and most widespread forms of communication. Hence, the development of literacy, the ability to read and write, is a continuing goal of education. Similarly, the development of numeracy, the ability to calculate, is a longstanding goal of education which remains as vital as ever. People still need to know how to calculate, not only for strictly utilitarian purposes, but because much advanced knowledge is based on arithmetic. Children should, therefore, be introduced to mathematics early in their school years. Because we find ourselves in an environment which includes other people, and the need we

Primacy of literacy and numeracy

have to interact with other people, communication skills are vitally important.

2) Development of variety of skills of self-expression

Another goal of education is to develop in children the various skills of self-expression. There are a variety of ways in which a person can express himself to others, the visual arts, music, poetry, story-telling. Skills such as these enable a person to be creative, by enabling him to be open to new experiences and to view his world in a new and unusual way. This also enables the child to participate in forms of understanding that have been developed by his culture. Nor can the school ignore the skills of coordination of mind and body, the skills of the craftsman, the artisan, the athlete, the technician and the artist. As direct contributors to the quality of our lives - both as a means to a livelihood and as a recreation and pleasure - the development of these skills must be recognized as important. The skills of self-expression are, then, not breaks from the routine of the school, but activities designed to bring about a central goal of education.

3) Development of critical thinking & what it involves

The next goal of education to be identified is that of providing opportunities for the development of critical thinking. This is a wide ranging skill including such abilities as identifying problems, weighing and analyzing evidence, locating and evaluating assumptions, testing hypotheses, evaluating explanations, and judging authorities. Related to it is the skill of decision making. Proficiency in critical thinking is characteristic of those people who are autonomous and self-directing. Thus, this goal is instrumental in meeting a particular need in society.

4) Development of skill of organizing and what it involves

A further goal of education is the development of the skill of organizing. This general category of skills includes such abilities as the ability to place data, ideas and knowledge into comprehensible patterns or frameworks. At more elementary levels of basic education, these patterns will be relatively simple and will take the form of outlines, tables and graphs, while at the higher levels they will become increasingly complex culminating eventually in theories. Other organizing skills are the ability to plan and order effectively one's activities and the ability to bring thoughts, feelings and actions together.

The role and order of competency skills in basic education.

The development of competency in the skills of communicating, literacy, numeracy, self-expression, critical thinking, and organizing will take place throughout the period of basic education. Of course, some skills will receive relatively more emphasis at some times and relatively less at other times. For example, it is to be expected that literacy will receive relatively greater attention at the beginning of basic education than at the end. But program development should include all skills throughout the period of basic education. When a child has developed competency in these process skills, he has come a long way towards becoming an educated autonomous individual. And it is this which justifies the development of these skills in the school. Further these skills from the basis of an individual's preparation for a career. In basic education, the primary concern is not with the development of proficiency in particular careers, for that is the concern of higher and further education. But basic education is crucial in career preparation in that it provides the foundation for all careers. The skills and knowledge developed here can be utilized by a person in whatever career he or she chooses because this education is a part of the child's preparation for antonomous life.

Relationship of competency skills to career preparation

Knowledge Competency

Dangers of 'inert ideas'

To maintain even a rough distinction between knowledge competencies and skill competencies involves certain dangers, not the least of which is the possible implication that knowledge, unlike skills, is somehow impractical, removed from the field of action, so much 'dead lumber' to be carried around in a head until after an examination. This danger is all the more real since there are good grounds for arguing that schools have often treated knowledge in just such a way. Seneca's criticism of Roman education, that "we educate for the classroom, not the life", and Whitehead's warnings of the dangers of "inert ideas" need continually to be kept in mind when considering the goals of education which relate to knowledge competency.

Nature of genuine knowledge

Genuine knowledge, and this is the only kind of knowledge that education should concern itself with, is above all else, useful. It serves a purpose, giving an added meaning to present experience and consequently an increased power of action. Thus, the way in which knowledge competency is to be viewed is not so much as mastery of particular programs of study, of courses and subjects, but rather in terms of the individual and social needs it can satisfy and the purposes to which it can and ought to be put. Seen in this light, knowledge competency is intimately related to skill competency.

Categories of knowledge

A. Knowledge of and from the past & its uses

Part of man's uniqueness is his awareness of time; no other creature but man has a history. An important aspect, therefore, of man's knowledge is a knowledge of the past. Nor is the simple pragmatic argument of enabling him to avoid the mistakes made by his predecessors the only grounds for insisting upon the important of this kind of knowledge; there are other more fundamental reasons.

1) Critical leverage in the present

To begin with, without an awareness and understanding of whence he has come, it is difficult for man to see clearly where he is, and even more difficult to tell where he is going. He lacks, for example, the crucially important ability to detect which of his concerns are the perennial problems of men in all ages, and which are unique to his own situation in time an space.

2) A sense of belonging

Equally important, as has already been pointed out, not only does society require members who feel a sense of commitment and responsibility, but man himself has within him a basic need for a sense of belonging, to a family, to a community, to a culture, ultimately, to a country or nation. This need implies some degree of acceptance of particular ways of thinking, feeling, and acting, all of which already exist when the individual comes into the world. In this sense, man belongs and needs to feel he belongs to the past as well as to the present.

3) Utility of knowledge from the past

Finally, despite the rapid progress being made in all fields of inquiry, it is still true that many of the major skills and much of the knowledge that students must acquire in order to understand themselves and the world they live in comes to them from the past.

Goal of education to introduce students to knowledge of and from the past and

A major goal of basic education, therefore, is both to provide opportunities for studnts to become aware of the role played by the past in the determination of the present, and to give the student an understanding, appreciation and, where appropriate, a mastery of the various traditions to which he belongs. An important aspect of this latter goal is the school's obligation to engender a feeling of cultural identity and nationality.

to introduce them to a set of traditions, which must be understood and treated criticially

Despite the fact that the word 'tradition', with its unfortunate connotations of 'lifeless outward forms' and 'meaningless rituals', immediately provokes in many people a hostile reaction, it is nevertheless, entirely an appropriate word. For the child who enters school, as much as the child born into a family, it entering into a tradition, or rather a series of traditions. There he will be introduced to particular traditions of intellectural inquiry and their findings, to a literary, artistic and musical tradition and its products, to a political, economic and social tradition and its outcomes. And while none of these traditions and their products need or ought to be treated with blind, unthinking reverence, but rather critically and analytically, the school has a major responsibility on the one hand to demonstrate to students just how much they and their world owe to the past, and on the other to provide them with those skills and that knowledge from the past which are still relevant in enabling them to understand and master present experience.

If it is important that the school accept as one of its goals providing the student with knowledge of and from the past, it is certainly no less important that it recognise its role in assisting him to reach an understanding of the present. Man, it is true, is

B. *The goal of providing students with a knowledge of the present*

an inheritor of traditions; but he is also a modifier of traditions and a creator of new ones. Thus while he must understand his past, he must also reach out and explore his everchanging present. Only then can he gain some critical leverage on the past and begin to comprehend and gain control over his experience, whether that experience takes place in the localised, egocentric and emotionally ordered world of the young child, or the complex and extended world of the post-adolescent. A further major goal of basic education, therefore, is to ensure that students have access to those aspects of the evergrowing knowledge of mankind that are most vital and pertinent to his developing abilities and interests.

C. *The goal of developing in students the ability to use knowledge to work toward desirable futures*

A knowledge of the past and the associated sense of belonging, a knowledge of the present and the associated sense of community, both acquire their ultimate significance when used intelligently to foresee, choose among and work towards possible futures. This awareness of possible futures, when coupled to the power to act, necessitates the fostering of a sense of responsibility. Thus, a further major goal of basic education is to develop in students an awareness of possible futures together with a sense of responsibility to those who will inhabit those futures.

The role of the school

To sum up, man owes a debt to and, in a certain sense, belongs to the past; he has a duty to the present, to himself and to those around him; and he shares a responsibility to those who will come after him. None of these obligations can be met satisfactorily without knowledge. Whether this knowledge takes the form of science or the humanities, its ultimate worth must be judged in terms of how adequately it can contribute to the performance of these obligations, and the needs they embody.

The elements of psychological health

Psychological Growth and Personal Development

Central importance of positive self-concept

The kinds of refined skill competencies and the amount of sophisticated knowledge possessed by an individual and a society are perhaps the best indicated of their understanding and control of the environment, and thus of their material level of existence. By themselves, however, the mastery of skills and possession of knowledge reveal little of the degree to which the perennial sources of human happiness find expression both in the individual and the society. To determine this, and thus the ultimate worth of a society, it is necessary to consider the value that is placed upon the individual, to discover in fact to what extent healthy psychological growth is encouraged, or inhibited.

Importance for positive self-concept of 'what other think'

While it would be presumptuous, and even naive, to argue that the school has the sole or even the major

Knowledge and obligations

responsibility for nurturing psychological growth, it is clear that, as one of the major agencies of socialization, it cannot afford to ignore it. The nurturing of healthy psychological growth is thus an important goal of basic education.

It is one thing to obtain agreement to such a goal; it is quite another to determine what is involved in its implementation. And yet if 'healthy psychological growth' is not to remain a slogan, a mere empty formula, at least its most important particulars must be specified.

Importance of psychological health

Central to the concept of psychological health is a positive self-concept, by which is meant a feeling of personal worth. In an ideal sense, this involves a sense of 'unconditional self-worth', the conviction that one has value independently of abilities and achievements, successes and failures, independently in fact of the opinions of others. It implies the ability to face oneself and not be ashamed. It includes such personality traits as openness to and awareness of experience, and confidence in one's abilities to cope with it.

More realistically, of course, a notion of self-worth can arise only in a social setting. We learn what to think of ourselves from the way in which others view us. Thus, there is nothing more fatal to a feeling of self-worth than constantly to be looked upon as having no worth, and nothing more conducive to its development than to be treated as a being who has 'unconditional' value.

Self-concept and a sense of belonging

The fact that a notion of self-worth can only arise in a social setting suggests that the growth of a positive self-concept is closely related to the feeling of belonging - to a home, a community, a province, a country, and a nation. It is from this feeling of belonging that a sense of individual and national identity must be developed.

Benefits and penalties involved in development and lack of development of positive self-concept

The individual and social benefits to be derived from the development of a positive self-concept are many, but certainly no more than the penalties which accompany the failure to do so. Thus, from those who lack self-identity and self-esteem, it is clearly unreasonable to expect many of the elements of psycho-logical health. The growth of such fundamental values as caring, loving, trusting, are all powerfully affected by an individual's feeling of self-worth. Even the process of learning itself, of mastering skills, of acquiring knowledge, is largely dependent upon self-concept. Thus, other things being equal, children who see themselves as worthy, wanted and desirable will learn better than those who see themselves as unworthy, unwanted and undesirable.

Importance of positive self-concept in achieving the most basic goals of education

Perhaps the ultimate and most difficult challenge given to educators is to find a way in which they can satisfy the many needs, both prescriptive and motivational, of students, to provide them with appropriate knowledge and skill competencies, and at the same time help develop, at the very least not destroy, a feeling of identity and unconditional self-worth. For it should be emphasized not only that healthy psychological growth is a necessary condition for the acquisition of knowledge and skills, but that without it there is little possibility of the development of valuing and caring for justice, equity, the dignity of man. In the fulfillment of creative, self-directing individuals who remain in society as positive and constructive forces, knowledge, skills, and psychological health are equally indispensable.

V. Possible Implications

Universality of implications

A set of goals and objectives of education has innumerable implications and consequences, not only for every child in the province who steps through a school doorway, but equally important for every parent, teacher, and administrator. But there are a few possible implications of this statement of goals that merit discussion.

'prime' and 'shared' responsibility

When an institution sets goals for itself, the institution becomes, if it is serious about the goals responsible for meetings its goals. In discussing in what sense the school can be legitimately held responsible for their actions, two kinds of responsibility are to be distinguished - "prime responsibility" and "shared responsibility". The schools have prime responsibility for the meeting of a goal if the school is the major agent in society which strives for that goal, so that the responsibility for reaching the goal belongs to the school alone. The school has shared responsibility for the meeting of a goal if the school shares that goal with other agencies in society. In this case, responsibility for reaching the goal belongs to the school and other agencies in society so that the school alone cannot be blamed if the goal is not met.

An illustration of prime and shared responsibility

This distinction works out in practice in the following way. One goal for which the schools holds prime responsibility is that of literacy. The school is the major agency in society which explicitly has the goal of teaching children to read. When there are failures in this, as there inevitably will be, the school has a responsibility to try its best to rectify the failure. And that the school system does have a responsibility is recognized by the efforsts of schools and universities to find new and better ways of teaching reading. On the other hand, the goal of the development of a positive self-concept is a goal which is shared with other agencies in society, such as the family. If a child fails to develop a positive self-concept, then because the school has shared responsibility for this goal, it cannot be held completely responsible for this failure. The best the schools can do with a goal such as this is not to hinder the development, and to do what it can to help it.

The recognition that common goals do not imply common programs

It must be recognized that schools are staffed by teachers and administrators who, like all people, are not super-human. Hence, the school cannot be expected to do all things. It can only be expected to do those things within its range of competency, and it can be held responsible for these. But with respect to those general goals the schools share with other institutions, the schools can only be expected to act in a limited way, which is not to hinder the development of the goal. In these respects, the schools have only a limited responsibility.

Another implication is that although we are committed to one set of goals and objectives, the practice of education need not be the same in all schools in the province. The goals provide the ends of educations; they do not determine the means. There will be a number of different ways of reaching the same goal. This does not only make it possible for, but also invites, the schools to provide variety in their programs and procedures, and to individualize their programs for children with differing abilities and interests.

The need for acceptance of common goals

But, though the goals of basic education do not require a uniform set of educational practices, they do require acceptance. For what is important is not only that the goals of education meet the needs of people, but that they appear to the individual as meeting his needs. This is particularly true for teachers and students who are most closely affected by what goes on in schools. Certainly, without acceptance of the goals of education as guiding principles at all levels, there is little hope of developing satisfactory and workable programs.

and the need for constant reappraisal

But acceptance does not imply passivity. The programs which are based on these goals need constantly to be evaluated in terms of changes not only in the social and physical environment but in ourselves. Only in this way will the goals of education and the programs they lead to continue to meet the real needs of the individual and society.

ENVIRONMENT

Physical

Changing world pp. 5-6

- Increased mobility
- Improved transportation and communication
- Industrial & technological advances

Enduring world p. 8

- A world to be utilized

Social

Changing world p. 7

- Family structures
- sex-roles
- codes of conduct

Enduring world pp. 8-9

- Basic forms of relationship
- basic values

NEEDS

Social - prescriptive needs

- healthy environment p. 11
- sense of security and trust p. 11
- sense of community responsibility to the past p. 12
- sense of esteem responsibility to the present p. 12
- sense of self-direction responsibility to the future p. 12

Individual - motivational needs

- basic needs for food, shelter, etc. p. 13
- sense of safety & security p. 14
- feeling of belonging p. 14
- self-esteem p. 14
- self-direction p. 14

GOALS OF EDUCATION

Skill Competency

- communication skills including literacy & numeracy pp. 15-16
- self expression skills pp. 16-17
- critical thinking skills p. 17
- organizing skills pp. 17-18

Knowledge Competency

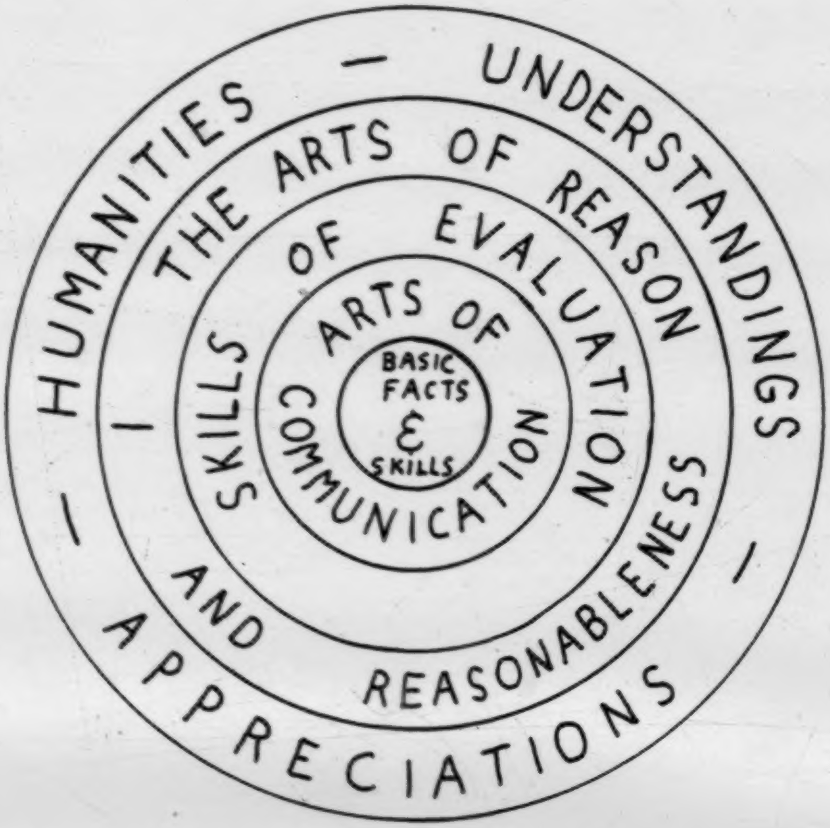
- knowledge of the past and the associated sense of belonging pp. 19-21
- knowledge of the present and the associated sense of community p. 22
- knowledge of the future and the associated sense of responsibility p. 22-23

Personal Development

- positive self-concept
- feeling of belonging - to a family, community, nation pp. 23-26

APPENDIX J

RESPONSIBILITY FOR FORMALIZED EDUCATION


HUMANITIES — UNDERSTANDINGS — APPRECIATIONS —
THE ARTS OF REASON AND REASONABLENESS
SKILLS OF EVALUATION
ARTS OF COMMUNICATION
BASIC FACTS & SKILLS

The chart above represents the total area of responsibility of formalized education. These responsibilities are shared by other agencies, too,- the home, the church, the library, the club, etc. What we must understand is that the responsibility of the school diminishes as does the force of a ripple going out in concentric circles. The school must accept almost total responsibility for basic skills in reading, writing and arithmetic and for a body of facts most useful to the individual, a very major responsibility for developing the arts of communication, a substantial responsibility for training in the processes of assessing and evaluating facts and ideas; a responsibility for co-ordinating the experiences of life which perfect the ability for clear thinking and reliance on reason over emotion, and a responsibility to cultivate as occasion permits good tastes, tolerance, a spirit of service and a will to understand people and their problems be they individual, local, national or world-wide in scope. When lack of money, personnel or facilities limit the scope of action of the school, then school emphasis must lessen as the circles grow outward. The school must never slacken its effort at the centre of the core.